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# Yucaipa General Plan


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prepared by

J.L. Webb Planning, Inc.





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# **Yucaipa General Plan**

prepared for:

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**September 1992**





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## A. Purpose

The Yucaipa General Plan is the long-range guide for growth and development for the City of Yucaipa. This plan was prepared to function as a "stand-alone," comprehensive planning document for the City. Since this plan is intended as the comprehensive planning document for the City, the consistency of future planning and of more detailed planning and development proposals for the City shall be determined with reference to this General Plan.

The Yucaipa General Plan has two basic purposes--to identify the goals for the future physical, social, and economic development of the City and to describe and identify policies and actions adopted to attain those goals. The General Plan is also an informational document and contains information regarding such issues as existing noise contours, wildlife areas and historical sites. Taken as a whole, the General Plan enables one to find out where the City is presently in terms of development, where the City is going, and what goals and policies are being used to direct the future character of the City.

The General Plan is the fundamental policy document for the City of Yucaipa. Adopted by the City Council, the General Plan:

- Contains the goals, policies, and implementing actions for a variety of issues including natural and man-made hazards and natural and man-made resources.
- Sets the framework for decision-making regarding the City's long-term development and utilization of resources.
- Provides the rules by which land can be developed (what, where and under what conditions).
- Provides a consensus vision of what the citizens and City Council want for the City's future.
- Establishes the operating rules for achieving that vision.

The General Plan is adopted according to California State Law (Government Code 65300 et. seq.) and consists of both text and maps. It is a comprehensive document that must address seven mandatory elements or issue topics. Those elements are Land Use, Housing, Circulation, Conservation, Open Space, Noise, and Safety. Other optional issues that affect the City have been included in the plan.

Creating the General Plan involves several goals, including:

- Meeting the requirements of State General Plan Law.
- Designing a policy framework for future land use plans.
- Recommending changes to existing policies and maps based upon new data affecting health/safety, resource/environmental and infrastructure constraints.
- Linking maps with specific textual policies.

The following list of factors was considered in creating the maps and charts describing the plan.

- Federal and State Laws
- Public/Private Land Ownership - Jurisdictional Control
- City and/or Regional Agency Management Plans
- Existing Zoning and Interim General Plan Land Use Designations
- Man-made and Natural Hazard Constraints
- Natural Resource Constraints/Opportunities
- Infrastructure/Service Constraints/Plans
- Nonconformance/Compatibility of Existing Uses of Approval
- Potential Land Use District Buildout Impacts
- Existing Lot Sizes/Patterns
- Growth Management Strategies
- Jobs/Housing Balance
- Population/Housing Growth and Need Projections
- Amount of Vacant and Developed Land Available



## **B. History of Background**

In 1989, the San Bernardino County Board of Supervisors adopted the Consolidated General Plan and Implementation System, replacing the 1966 County General Plan, approximately 40 separate "Community General Plans" and several individual plan elements prepared through the years. At that time, Yucaipa was unincorporated and subject to the County General Plan in all its aspects.

In 1980, the Development Code revised the County's previous zoning ordinance and created the Community Plan System of land use districts (zoning). County-wide, fifteen community or specific plans were adopted through 1988, including the Yucaipa Community Plan of 1980.

As new State General Plan requirements were added, some San Bernardino County elements were significantly amended, including the Housing Element in 1981 and 1986. The land use element maps were also amended as new development proposals were considered, including many in Yucaipa.

The new systems incorporated into the County's 1989 General Plan were included in this General Plan to standardize and replace the old zoning system as well as the community plan districts and overlays. Improvements to the Planning System were coordinated with revisions to the Development Code as adopted by the City.

In order to address the City's needs with specificity during the first years of cityhood, the City Council ordered the preparation of an Interim General Plan. This plan represents all that City officials and the public agree constitutes the direction Yucaipa should move in as it grows into the nineties and its first decade.

The entire adopted interim General Plan, including all the technical background information and adjunct documents, have been reviewed and incorporated as appropriate into the City's General Plan.

The Yucaipa General Plan is the result of an extensive planning process involving the City, residents, community groups and surrounding communities. This process has provided a forum for resolving local conflicts among competing interests for the development of this area. The process began with the identification of goals, policies and action items for the City; these goals are summarized in Section "K" below. These goals, policies and actions were used as the basis for developing a series of alternative land use plans for Yucaipa. Following extensive review and refinement of the alternatives, a plan was proposed which best met the goals of the City.

## **C. Organization, Format, and Structure**

### **Text**

State law requires that a General Plan include seven mandatory elements but allows flexibility in how these elements are structured. Table I-1 describes the organization of the General Plan, illustrating how its twenty planning issues and seven maps correspond to the seven mandated elements. It is important to remember that many planning issues overlap and are addressed in more than one element.

Each major issue, including sub-issues, is briefly summarized in the appropriate plan section and includes the following:

- A statement of facts and findings providing a foundation for policy and action.
- Goals.
- Policies and actions that clearly arise from the supporting data and analysis underlying each statement.

When applicable, policies are referenced directly on the adopted maps, allowing General Plan users to quickly and easily determine the policies and actions which apply to a particular area or parcel.

### **Maps**

A series of maps were produced and are included in the document to supplement the text. These maps relate the plan's policies and actions to specific areas and locations in the City. The Land Use Map forms the basis of the map depicting the Official Land Use Districts (OLUDS), a "one-map" land use system. The OLUDS, policy-based in the General Plan, form the mapped land use designations for the regulations found in the Development Code. The text establishes location criteria for each of the Official Land Use Districts to provide predictability and assurance of compatible uses for adjacent property owners.

The seven maps contained in the General Plan are:

- Land Use
- Mobile Home Overlay
- Improvement Level
- Transportation/Circulation
- Multi-Use Trails
- Hazards
- Geologic Hazards

PLANNING ISSUES	REQUIRED GENERAL PLAN ELEMENTS						
	Land Use	Circulation	Housing	Conservation	Open Space	Noise	Safety
							.
Geologic					.		.
Flood	.	.					.
Fire				.			
Wind/Erosion						.	
Noise							.
Aviation Safety	.						.
Hazardous Waste	.						.
Water		.		.	.		.
Open Space/Recreation	.			.	.		
Biologic				.	.		
Soils/Agriculture	.			.	.		
Minerals				.			
Air Quality				.			
Cultural	.			.			
Wastewater Systems		.		.			
Solid Waste Management	.			.			.
Transportation/Circulation		.					
Energy/Telecommunications		.		.			
Housing/Demographics	.		.				
Land Use	.				.		
<b>Maps</b>							
Land Use	.		.	.	.		.
Mobile Home Overlay	.		.				.
Improvement Level	.	.		.			
Transportation/Circulation		.		.	.		
Multi-Use Trails	.	.		.	.		.
Hazards	.			.	.	.	.
Geologic Hazards	.			.	.		



## Organization of the General Plan

# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.



Table

I-1





### **Land Use Map**

The Land Use Maps depict specific Land Use Districts, such as Single Family Residential (RS) and Rural Living (RL), which along with the text contain the types and intensities of uses, lot sizes, densities, development standards, and the conditions under which the uses are allowed. The Map also identifies unique "Planning Areas" or modifiers which may have special development standards applied. The Land Use Map is adopted by resolution and ordinance as both Plan policy and regulatory zoning as part of a new "one map system." The need for a separate zoning map has been eliminated, as zoning and general plan land use districts are now one and the same.

### **Mobile Home Overlay Map**

As a part of the General Plan process the locations of the existing mobile home parks were identified and are reflected on this Mobile Home Overlay Map. The purpose for preparation of this overlay was to ensure the retention of the existing mobile home park development within the City. The City is distinguished by its large percentage of mobile home park residents.

### **Improvement Level Map**

The combined Infrastructure/Improvement Level maps show the general location of waste disposal sites (both County and non-County operated), sewage treatment plants, public schools, homeless shelters in operation as of February, 1988, and the Improvement Level (IL) areas 1-4 which are explained in Section V, Growth Management.

The IL areas are tied to the availability of the basic infrastructure required for development (roads, water, and wastewater facilities). Required levels of service are established for all areas, ranging from the most intense urban areas (IL 1) to the least intense rural areas (IL 4). Before development can be permitted to the degree allowed by a site's official land use designation, existing or planned infrastructure must be in place at levels consistent with the designated IL areas.

The waste disposal facilities are described in Section IX-B-1, Solid Waste of the Infrastructure and Public Facilities Element. Sewage treatment plants or facilities are listed in Section IX-B-2, Sewer Service. The full listing of all the homeless care providers will be contained within the appendices of the 1989-1994 Housing Element. Additional infrastructure/public service facilities may be added to the maps through the General Plan amendment process.

### **Transportation/Circulation Map**

The Transportation/Circulation maps utilize a computerized mapping system developed by the County of San Bernardino Land Management Department Data Systems Section. The maps are based on a street network which is a representation of streets organized into a computerized mapping and information system. The street network represents all streets within the City of Yucaipa.

The hierarchy of roads and highways is shown in tabular form (Table VII-1) in the Transportation Element. Road designations on the maps indicate the ultimate planned road facility. A road shown as "existing" indicates that there is an existing road on the ground. However, the existing road may not necessarily be built to its ultimate width. A road shown as "proposed" indicates that there is no road on the ground at present. Typical section drawings, showing City standards for the highways described below, are available from the City Engineer.

"Freeway" designation right-of-way requirements are established by Caltrans and are available through the local Caltrans office.

“Major Highway” designation is a four-lane facility with two options which are with a raised median or a continuous left turn lane. A six lane option is also possible.

“Secondary Highway” designation is a four-lane highway with center striping, and there is no option for a divided highway.

“Limited/Controlled Access Collector” is a two or four-lane highway with access restrictions. No direct access shall be permitted onto Limited/Controlled Access Collectors from the driveways of individual residences. To accomplish this, access rights shall be dedicated to the City as development occurs. This will enhance the flow of traffic and these roads will function much more efficiently.

The basic function of the routes on the Circulation Element maps is to indicate major transportation corridors, both existing and proposed, as they relate to each other and to planned land use districts and health and safety features. They also serve as a guide to offers of dedication and improvements to rights-of-way, either in advance of need or as development occurs.

### **Multi-use Trails**

The Multi-use Trails Map depicts trail locations for equestrian, hiking and off-road bicycle uses. These trails were developed through field inspections to assure future ability to provide continuous trail linkages as shown on this map.

### **Hazards Overlay Map**

The Hazards Overlay Map depicts areas of known hazards, both natural and man-made. They include the following:

#### Flood

Those areas identified as Floodplain areas (within the path of a 100 year flood) by the Federal Emergency Management Agency on Flood Insurance Rate Maps. Floodway areas are shown on the Land Use Maps as a separate Land Use District, since development is precluded in the Floodway (FW) District.

#### Fire

All those areas subject to wildland/urban intermix and high fire hazard, as identified by the County Fire Warden, including but not limited to areas previously designated in Mountain Fire Zone, and the Hillside and Foothill Fire Hazard Zones.

### **Geologic Hazards**

The Geologic Hazards Overlay Map depicts the following known hazard areas:

#### Seismic

Alquist-Priolo Special Studies Zones - Those areas of known active or potentially-active faults that have been studied and mapped by the California Division of Mines and Geology. These include, but are not limited to, areas presently within the Alquist-Priolo Study Zones series which are used as a guide to more precise geologic investigations when land is subdivided or developed. (Other areas of active faults will be included when identified, studied and mapped).



### Landslide/Mudslide

Areas identified as having existing landslides or highly susceptible areas, as identified by the US Geological Survey. An ongoing mapping process will identify and include more areas as studies are completed.

The six overlay maps include the Fire and Flood Hazard Overlay Map, the Geologic Hazard Overlay Map, the Circulation Overlay Map, the Improvement Level Overlay Map, the Multi-use Trails Map and the Mobile Home Park Overlay Map.

- The Mobile Home Park Map Overlay Map depicts those areas designated for mobile home use within the City.
- The Improvement Level Overlay Map is based on existing land uses and the proximity of circulation, water and sewage facilities, public schools and public parks. The Improvement Level mapping attempts to accomplish the following:
  - Matches the intensity and type of land use with necessary infrastructure development.
  - Makes existing policy visible, consistent and predictable.
  - Ensures provision of adequate services for new development.
  - Preserves the community's character.
  - Allows for the logical phasing of development.
  - Provides a basis for Capital Improvement Programming.
- The Circulation Overlay Map shows existing and proposed streets and highways.
- The Multi-use Trails Map depicts those areas proposed for the trail system.
- The Fire and Flood Hazard Overlay Map covers flood plain safety districts and fire safety.
- The Geologic Hazard Overlay Map covers seismic zones and landslide susceptibility.

The overlay maps thus graphically delineate known constraints to development; specific policies in the text relate to the maps directly.

The General Plan is not a regulatory document by itself. Implementation must be carried out through a continuing series of ordinances, financing programs, capital improvement programs, and other official City actions.

The General Plan policies call for regular and consistent maintenance of city-wide data and information. If this maintenance function is faithfully carried out, the General Plan will serve as a useful guide for decision makers and the public alike, assuring that a comprehensive revision will never be necessary.

## **D. Interpretation Of The General Plan**

### **Maps Boundaries And Symbols**

In any case where uncertainty exists regarding the location of boundaries of any land use category, proposed public facility symbol, circulation alignment or other symbol or line found on the official maps, the following procedures will be used to resolve such uncertainty.

1. Boundaries shown as approximately following lot lines, shall be construed to be following such lot lines.
2. Where a land use category applied to a parcel is not mapped to include an adjacent street or alley, the category shall be considered to extend to the centerline of the right-of-way.
3. Boundaries shown as following or approximately following the limits of any municipal corporation shall be construed as following such limits.
4. Boundaries shown as following or approximately following section lines, half-section lines, or quarter-section lines shall be construed as following such lines.
5. Boundaries shown as following or approximately following railroad lines shall be construed to lie midway between the main tracks of such railroad lines.
6. Boundaries shown as following or approximately following shorelines of any lakes shall be construed to follow the mean high waterlines of such lakes, and, in the event of change in the mean high waterline, shall be construed as moving with the actual mean high waterline.
7. Boundaries shown as following or approximately following the centerlines of streams, rivers, or other continuously flowing water courses shall be construed as following the channel centerline of such water courses taken at mean low water, and, in the event of a natural change in the location of such streams, rivers, or other water courses, the zone boundary shall be construed as moving with the channel centerline.
8. Boundaries shown as separated from, and parallel or approximately parallel to, any of the features listed above shall be construed to be parallel to such features and at such distances therefrom as are shown on the map.
9. Symbols that indicate appropriate locations for proposed public facilities are not property specific. They indicate only the general area within which specific facilities should be established.

### **Specific Standards**

Where a specific numerical standard is set forth in this Plan, that number is an interpretation of the underlying policy and may be varied in application provided that the standard that is varied is found to achieve the same goal as the underlying policy.

## **E. Relationship To Other Documents**

The General Plan document references and is referenced by several companion documents, some of which are adopted as a part of the actual General Plan. It also relies upon several data systems for maintaining its up-to-date status. These documents and systems are listed and briefly described below.

- **Background Report on Solid and Hazardous Waste**
- **Capital Improvements Plan** which describes the proposed improvements within the City
- **Master Environmental Assessment** which synthesizes background information and studies on environmental conditions and summarizes them in an Opportunities and Constraints Map and text.
- **Environmental Impact Report** which gives a complete evaluation of the project, its impacts, alternative plans and mitigation measures according to CEQA requirements



## **F. Use And Amendment**

The Plan text and maps are meant to be used in conjunction with one another. When possible, issues and sub-issues identify policies as they relate to the land use/overlay maps.

An amendment to the Plan text or maps must be reviewed by the Planning Commission and be adopted by the City Council. By law, the Plan may only be amended a maximum of four times a year (several changes may be grouped into each amendment). The City Council or any citizen may apply to amend the Plan text or maps. Requests are reviewed by both the Planning Commission and City Council at public hearings, and the impacts which would result from implementation are studied by staff to determine whether the proposal should be supported in order to ensure a compatible and consistent General Plan document. Any proposed change in the Land Use maps must be consistent with the criteria and conditions of the text.

### **Processing of Amendments**

General Plan amendment requests will be processed in accordance with State Planning Law, CEQA and the City Code. All applications shall be reviewed by the Planning Commission prior to action by the City Council.

#### **1. Major**

Major Amendments are any changes to the goals, policies or actions that would alter the basic policy directions previously set forth within the Plan. A Major Amendment is also a change that would create a substantial extension of an OLUUD expanding urban areas and creating the need for extensions of urban services. Expansion of Urban areas is defined as any extension of rural (IL 3) into urban (IL 1 & 2), or rural (IL 4 & 5) into rural or urban areas).

Major Amendments will be Council-initiated. Requests for initiations will be heard twice a year. Any applicant requesting such an amendment will be required to first file an application for Council action to formally initiate the amendment. After Council initiation, a major amendment application may be filed with the Planning Department by the applicant.

#### **2. Minor**

Minor Amendments will be considered by the City Council on an ongoing basis. Minor Amendments are mapping or textual changes that do not create the need for extension of urban services to an area. Requests for changes to Improvement Level Designations may be included in this category only if the proposed change does not cause an alteration to rural, rural, or urban area boundaries. This would mean that a request for an Improvement Level change from IL-4 to IL-3 would be considered minor but IL-4 to IL-2 would be considered major.

### **Annual Review and Update**

The General Plan is intended to be a dynamic and responsive document. As conditions change, so must the Plan. An annual review and update is suggested. Government Code Section 65400 (b) requires an "annual report on the status of the plan and progress of its implementation." It would bring relevant components

and data up-to-date. It would also ensure that all policies remain internally consistent, that they are supported by data, and that they are coordinated with the various implementation mechanisms, including the Capital Improvement Program (CIP).

The review would also examine or monitor progress made during the previous year, determining whether it is in conformance with stated goals and whether the Environmental Impact Report is still valid. An annual report to the City Council would summarize this information as well as make recommendations for updates and amendments.

### **Annual Budget**

The annual City budget is a mechanism for prioritizing and funding particular projects and programs. The many policies and actions which are included in this Plan will require the various City departments to develop programs and propose them for funding, as appropriate, over the period of the Plan. The implementation of proposed programs will be approved as the City Council agrees with the priorities for expenditure of the available for specific programs implementing policies and actions.

### **Fiscal Impact Analysis**

Many local governments view the planning process as monitoring and enforcing land-use decisions and regulations, and pay too little attention to long-range planning issues, including whether future growth will be affordable. Fiscal analysis can be an effective policy tool for long-range planning. Land use requirements and regulations can be viewed from many different perspectives. Fiscal impact analysis can help translate land use changes into service costs, revenues, and net cash flow to the public sector. It can explain how the delivery or cost of services and facilities will be affected by new development.

One of the by-products of a good fiscal analysis is the forecast of infrastructure needs to meet anticipated changes in a community. Any change in land use, population, or employment will have an impact on a number of capital-intensive services, including water and sewer service, roads, etc. The fiscal impact process may require specific types of infrastructure (for example, provision of sidewalks and street lighting on all local roads). The analysis will indicate how much new infrastructure will be required to serve an anticipated level of new development. Costs can then be projected along with operating expenses for maintaining the new infrastructure.

A fiscal impact analysis helps identify the economic development strategy that makes the most fiscal sense. A properly developed fiscal impact analysis system for major development projects within the City's jurisdiction could be a useful tool to ensure that new development pays its fair share and does not become a burden to the City.

Fiscal impact analysis can have many benefits and may be used for budgeting or for land use or capital or financial planning. One of the major benefits of fiscal impact analysis is that it can project marginal changes in the budget given possible land use, demographics mix, and employment changes. It can provide a clear sense of the likely effects of various policies, which can be crucial to policy decisions. It can also help to define achievable levels of service, project capital facility needs, clarify development policy impacts, calculate capital costs and operating expenses, determine revenue, and aid in the development of revenue strategies.



## **G. Financial Strategies**

### **General Obligations Bonds**

General bonds used to be the traditional obligation mainstay of long-term capital financing in most communities. For many years, general obligation bonds were preferred because they had very low interest rates, based on the pledge of the full faith and credit of the jurisdiction and their exemption from federal taxation. The passage of Proposition 13 technically eliminated obligation bonds as financing mechanisms.

### **Revenue Bonds**

Revenue bonds have rapidly replaced general obligation bonds as a favored vehicle for financing infrastructure facilities. They do not require voters approval and do not affect a community's bonded indebtedness. Because they are pledged against collection of user fees or service charges, however, revenue bonds represent a greater risk than general obligation bonds and, therefore, carry higher interest rates.

Nevertheless, revenue bonds continue to be one major means of financing local infrastructure. They are based on an increasing variety of mechanisms, including assessment districts, special districts, tax increment financing, and user charges. Other revenue sources that have been created in the 1990's include development fees, development exactions, and private ownership of public facilities. While many of these techniques are not new, they are being applied more frequently and in more varied situations.

These various techniques have a common objective. They attempt to tie the costs of constructing infrastructure more closely to its beneficiaries. Funding public works through these methods is based on raising revenues directly from existing or potential users of the facilities rather than from the community at large. Achieving this objective requires the designation of specific areas or properties on which special taxes, fees, or charges will be levied and the earmarking of those revenues to pay for new infrastructure. The chief variations in the mechanism are provided up front by developers, through the bond market, or through other alternatives.

### **Assessment Districts**

Assessment districts, often called public improvement districts, are established to permit a special tax levy on property owners who benefit from special public improvements within the district.

### **Special Districts**

Special districts are essentially assessment districts with governing bodies separate from the local government. As limited-purpose local governments created under state enabling legislation, special districts have the authority to tax, issue bonds, and provide services within a specified area. Special districts are the most prevalent form of local government, and may be dependant (created and controlled by the County) or independent (meaning that bond issues are exempt from statutory limits on local government debt). Special districts are sometimes criticized for operating with minimal public involvement and control. However, they do provide a useful mechanism for targeted delivery of certain public services and their mission is sharply focused on providing efficient public services.

### **Mello-Roos Community Facility District**

The Mello-Roos Community Facilities Act of 1982 was enacted by California legislature to aid growing areas of the State in financing essential public facilities for major development projects. Cities, counties, and special districts can create defined areas within their jurisdiction, and by a two-thirds majority vote within the area, impose special taxes on area residents to finance needed public improvements and services to that area. Mello-Roos financing is mainly used to finance projects in newly developing areas where there is one or a limited number of cooperating property owners.

Mello-Roos Community Facility District financing differs from Assessment District Financing in that a wider range of facilities can be financed including infrastructure such as schools, freeway exchanges, and arterial highways which serve a general benefit to the district rather than a specific benefit as required by assessment district financing. A Mello-Roos District can also pay for services such as police and fire protection as well as for administrative and financing costs of district formation.

### **Tax Increment Financing**

Tax increment financing is yet another method providing public services and facilities. In this approach, increases in tax revenues that are realized as a result of new development in a specified area are earmarked for financing public improvements or services in that area. A district is defined with a specified "base line" tax of existing development. Improvements within the area are financed from public funds or bonds, then repay from increasing tax revenues generated by the new development. The new development in effect pays its own way, using the community's normal tax program as the mechanism for deriving revenues.

Widely practiced in California, tax increment financing can be used to provide funds for infrastructure in areas where development is desired but funding for public facilities is not otherwise available when needed. The method does have the drawback of siphoning off all increases in revenues, even revenues attributable to increased value of existing development in the area, until the bonds are paid off. Nevertheless, tax increment financing offers an opportunity for financing infrastructure that can be practically painless for the community and developers alike.

### **User Charges**

User charges are a traditional means of obtaining revenues to support public infrastructure. Such charges can be pledged to repay revenue bonds issued to finance new infrastructure as well as to pay for operating and maintenance expenses. Water and sewer facilities are often financed in this way; other examples are state and federal gasoline taxes which pay for roads and highways, bus fares, toll road systems, and park fees.

### **Development Exactions**

Development exactions are not a new device but are increasingly used. Exactions from a specific development may take a wide variety of forms. While at one time it was expected that a developer should provide basic roads, local water and sewer lines, and some improvements in drainage, it is now fairly common for jurisdictions to add parks, school sites, improvements in arterial roads, even fire stations and libraries to the list. For the community, the virtue of this method is that none of the costs for these facilities come from the public treasury.



### **Development Fees**

Development fees, or impact fees, are replacing exactions in many jurisdictions. These fees are intended to compensate the community for extra costs for public facilities that a development will cause. The fee is normally paid when a building permit is issued, with the proceeds placed in a fund designated for construction of certain facilities. Such fees have advantages and disadvantages similar to those of exactions: they provide a relatively painless method for the community to obtain revenue for infrastructure. Such fees may become an important part of a growth management program and can be used to encourage certain types of development or growth in certain areas by differentiating among the fees.

### **Privately Owned Facilities**

“Privatization” of public facilities and services is considered a serious alternative to public ownership. Most often the term is applied to situations where services are provided by a private firm under contract to a local government. It is not unusual for refuse collection and/or disposal to be handled this way, and private bus systems are common. However, few local governments have encouraged the construction of public facilities by private owners, except for unique projects such as convention centers and stadiums. The private owner can depreciate the facility, thereby gaining tax advantages, but must pay higher interest rates for borrowing funds. Other than these tax advantages (which are simply public financing in disguise), a real question exists as to whether private firms will wish to be heavily involved in building highways, sewer and water treatment plants, and similar public facilities.

### **Combined Financing Techniques**

The above financing techniques can be and often are practiced in combination with others. A mix of techniques may overcome public resistance and achieve an equitable sharing of costs. In large scale developments, developers often organize special districts or assessment districts to finance part of the infrastructure, while also contributing exactions and impact fees. Furthermore, as public sources of funding dry up, developers and local governments are becoming more artful at creating workable combinations.

Infrastructure financing traditionally has been a local issue, but over the years federal and state financial assistance for communities attempting to expand infrastructure increased significantly until the late 1970's. For many years, federal and state funding helped communities to build infrastructure, and various programs provided major funding for highways, sewer and water facilities. In fact, from 1970 to 1980, the federal share of investment have been accede back in the 1980's, some drastically, leaving states and local governments to take up the slack.

Designing workable and equitable mechanism to finance infrastructure is not a simple task. Infrastructure financing essentially concerns who pays for what. Decisions on this issue are political in nature and will undoubtedly remain so. With a variety of factors in play, techniques to employ, and parties with interest and responsibility, the answer is likely to vary in different areas and communities. Nevertheless, the goal should be to provide needed public facilities while minimizing adverse effects on the public at large, homebuyers and tenants, and developers. This requires an equitable balancing of costs and benefits, and a recognition that investment in infrastructure is an investment in the economy and well being of the entire county.

## **H. Coordinating Land Use Decisions**

The General Plan applies to all City departments where their actions affect the use of land, and will be used in conformity reports on acquisition or disposal of public property. The City, special districts, state and federal agencies all have the responsibility to coordinate land use planning.

### **Incorporated Cities**

It is the policy of the City of Yucaipa that the City will:

- Coordinate land use planning as appropriate.
- Make available to other jurisdictions, for review and comment, proposed changes in the City's general plan, zoning, and land use applications that may affect property adjacent to the boundaries.
- Share population, housing and land use statistics and resource capacity data.
- Share information on proposed public works recommended for planning, initiation or construction during the ensuing fiscal year that affects, with other areas or expansion, water, sewer, and other infrastructure capability for future urban expansion, etc., in accordance with the provisions of the capital improvement program.

### **Special Districts And School Districts**

It is the policy of the City that special districts and school districts within the City should, pursuant to Government Code Sections 65401 and 65403:

- Annually make available to Planning staff a report on current service capabilities, including existing levels of service and present or proposed service capacities.
- Annually make available to staff a list of proposed public works recommended for planning, initiation or construction during the ensuing fiscal year.
- Submit proposed construction projects to the City for review, comment and findings on their conformity with the City's General Plan.

### **State And Federal Agencies**

It is the policy of the City that state and federal agencies conducting land use planning activities or administering projects within the City have the responsibility for:

- Coordinating land use planning with the City.
- Providing technical assistance to the City planning department as necessary or as requested.
- Notifying the City Council of their actions or programs that may affect the City.
- Submitting to the City any proposed public works projects or proposed property acquisitions within the City, for review comment and findings on the conformity of proposed projects and acquisitions with the City's General Plan.

## I. State Requirements and Policies

State law (Section 65300) requires each city to adopt a comprehensive, long-term general plan for the physical development of the city and any land outside the city's boundaries which is felt to bear relation to the city's planning. The State requires cities to adopt general plans based on the belief that future growth of the State is determined largely through local actions. By requiring a general plan, the State can be assured of a consistent framework for decisions, while still allowing for local control.

State policies for general plans are as follows.

- Improve the quality of life in California by preserving and using the resources of the land in economically and socially desirable ways. (Government Code Section 65030)
- Maintain, improve, and enhance the quality of air, water, and land according to State and National standards and local needs. (Public Resources Code Sections 21000 *et seq.*)
- Ensure the preservation of open space for scenic beauty, recreation, the conservation of natural resources, and the protection of public health and safety. (Government Code Sections 65560 and 65561)
- Protect the State's most productive farm and rangelands from conversion to non-agricultural uses. (Government Code Sections 51220 and 54790.2)
- Ensure the provision of "decent housing and a suitable living environment for every California family." (Health and Safety Code Section 37112 and Government Code Section 65580[a])
- Conserve water, air, and energy by considering the effect of future development on these resources, and by encouraging new development which uses public facilities currently available and minimizes the need to travel. (Public Resources Code Section 21001 and the 1978 Environmental Goals and Policies Report)
- Provide transportation facilities and services that are adequate and efficient, and that significantly reduce hazards to human life, pollution, noise, disruption of community organization, and damage to the natural environment. (Government Code Section 14000)



- Identify and reduce hazards to health and property from natural and man-made conditions, including floods, fires, landslides, soil erosion, seismic activity, airplane crashes, excessive noise, hazardous wastes, and congested and unsanitary living conditions. (Water Code Section 8401, Government Code Section 26215, Public Utility Code Section 21670, and Health and Safety Code Sections 25101, 33071, and 37121)
- Utilize reasonable and practical means in carrying out the general plan so that it will serve as a pattern and guide for orderly physical development and the preservation and conservation of open space land, and as a basis for the efficient expenditure of public funds. (Government Code Section 65400[a])
- Ensure that land use decisions are made with full knowledge of the long and short-term economic and fiscal implications, as well as of their environmental effects. (Government Code Section 65030.2)

## **J. Planning Concepts**

The City of Yucaipa is located in the eastern portion of the San Bernardino Valley area, at the foot of the San Bernardino Mountains, between the cities of Redlands and Calimesa. Regionally, the area encompassing the City is in transition from a generally rural or undeveloped state to a generally urban area. Therefore, the City of Yucaipa General Plan embodies planning concepts reflecting both the physical characteristics of the land and its function in the City-wide and regional context.

The locations and types of development allowed by the City of Yucaipa General Plan have been influenced by physical features and constraints of the property in several distinct ways. First, the General Plan responds to the topography of the land by identifying areas of steep or rugged terrain for rural, estate residential and open space uses, while areas of more moderate terrain are proposed for more intense uses. Second, many areas of Yucaipa possessing significant aesthetic open space value have land use designations that preserve the scenic quality of the area. Third, the siting of major employment and commercial land uses within the General Plan area reflects the area's relationship to existing focal points within the City.

## **K. Summary of Goals**

The following City-wide goals and goals for each element of the General Plan have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council. For associated policies and actions for each of these goals, see the relevant General Plan element.

### **City-Wide Goals**

<b>Goal CW-1</b>	Ensure the existing "Quality of Life" by maintaining a healthy and safe environment.
<b>Goal CW-2</b>	Provide for adequate and efficient services and infrastructure through growth management.
<b>Goal CW-3</b>	Encourage the provision of diverse and affordable housing for all segments of society.
<b>Goal CW-4</b>	Maintain a positive, growing and balanced economic environment.
<b>Goal CW-5</b>	Encourage development which is environmentally sensitive and preserves major landforms, sensitive habitat and biological resources, as well as other important natural resources.
<b>Goal CW-6</b>	Maintain a balance between land use and transportation which is fiscally sound and sensitive to existing development.
<b>Goal CW-7</b>	Encourage the provision of attractive, aesthetically pleasing and identifiable neighborhoods, enhancing unique local characteristics through quality planning and design.
<b>Goal CW-8</b>	Protect the City's valuable resources such as archaeological sites, cultural sites and important landmarks.
<b>Goal CW-9</b>	Maintain a cooperative working relationship with other jurisdictions and agencies in order to adequately address areas of mutual interest and regional issues.
<b>Goal CW-10</b>	Provide for the effective management of solid waste, integrating a balance of recycling, disposal, reduction and conversion methodology.
<b>Goal CW-11</b>	Preserve the variety of existing lifestyles, including the raising and keeping of animals, the rural lifestyle and the retirement living provided by mobile homes, as well as others.



**Goal CW-12** Preserve the scenic qualities of the City, incorporating scenic highway standards for the main arterials and preserving vistas to important features of the Valley.

**Land Use Goals**

**Goal LU-1** Plan for a compatible and harmonious arrangement of land uses by providing a type and mix of functionally well-integrated land uses which meet general social and economic needs and provide for a variety of lifestyles.

**Goal LU-2** Encourage a harmonious mix of residential, commercial and industrial land uses which will generate sufficient tax revenues to pay the costs of maintaining the desired levels of services and adequate infrastructure facilities.

**Goal LU-3** Promote opportunities for commercial and industrial development along the I-10 corridor, and encourage development of other centers of commercial development within the City.

**Goal LU-4** Distribute land use designations in such a way as to minimize the demand for energy consumption and maximize the effectiveness of energy consumed.

**Goal LU-5** Determine the provision of residential density consistent with topographic constraints to reduce landform alteration in hillside areas.

**Goal LU-6** Promote a plan which will revitalize the upper Yucaipa business area.

**Goal LU-7** Encourage the enhancement of the "rural atmosphere" of Yucaipa by retaining the opportunity to raise and keep animals.

**Goal LU-8** Promote the maintenance and viability of existing mobile home parks through the establishment of appropriate zoning and development standards.

**Goal LU-9** Locate new development so that the economic strength derived from agricultural, mineral and other natural resources is preserved.

**Goal LU-10** Coordinate land use decisions with other jurisdictions to prevent conflicts and address regional issues.

## Urban Design Goals

- Goal UD-1** Create a positive visual appearance of development through the application of creative design standards.
- Goal UD-2** Promote overall efforts to upgrade the visual appearance of the City.
- Goal UD-3** Respect the unique character of existing individual neighborhoods.
- Goal UD-4** Promote design guidelines which are sensitive to the environmental features of the City, respecting major ridgelines, natural drainage and "bench" areas, steep hillsides and oak woodlands.

## Housing Goals

- Goal H-1** Promote the development and maintenance of structurally sound, sanitary, attractive and affordable housing and living environments for all economic segments of society.
- Goal H-2** Develop efficient and well-coordinated housing programs relevant to the City that meet the intent of all applicable State and Federal laws.
- Goal H-3** Develop a balance between housing and employment opportunities for all residents.
- Goal H-4** Develop sufficient infrastructure and services to accommodate existing and planned residential development.
- Goal H-5** Identify housing needs, resources and constraints and housing sites for low and moderate-income households.
- Goal H-6** Remove governmental constraints to aid in the provision of low and moderate-income housing.
- Goal H-7** Conserve and improve existing affordable housing.
- Goal H-8** Preserve lower income-assisted housing/public participation.

## Growth Management Goals

- Goal GM-1** Ensure that future development proceeds at a pace consistent with the provision or acquisition of required infrastructure facilities and public services.
- Goal GM-2** Ensure that the "Quality of Life" of City residents is not depreciated by future growth.

- Goal T-8** Develop street design and site development standards which include provisions for emergency evacuation where appropriate.
- Goal T-9** Develop Transportation Systems Management (TSM) plans for the community.

### Trails and Paths Goals

- Goal TP-1** Promote the development of safe and convenient bicycle and pedestrian corridors that provide alternative transportation routes to schools, parks and employment and commercial areas.

### Scenic Highways Goals

- Goal SH-1** Promote the appropriate and positive landscape treatment along scenic highways to provide the necessary buffering and screening, as well as to provide scenic openness by preserving visual access to natural scenic vistas and features.

### Noise Goals

- Goal N-1** Develop and adopt specific policies and an effective implementation program to abate and avoid excessive noise exposures in the City.
- Goal N-2** Provide sufficient noise exposure information so that existing and potential noise impacts may be effectively addressed in the land use planning and project review processes.
- Goal N-3** Protect areas within the City where the present noise environment is within acceptable limits.

### Infrastructure and Public Facilities Goals

- Goal IPF-1** Reduce the existing consumption of water by implementing conservation measures prior to approving new development in areas experiencing water supply shortages.
- Goal IPF-2** Maximize the use of existing water resources through conservation programs and efficient ground and surface water management programs.
- Goal IPF-3** Protect and maintain high-quality water with the objective of protecting surface and groundwater from degradation and ensuring drinking water of the highest and most beneficial use.
- Goal IPF-4** Approve new development conditioned on the availability of adequate and reliable water supplies and conveyance systems.

**Goal GM-3**                      Adopt an incentive program to encourage projects which will infill existing urbanized areas.

### Economic Development Goals

**Goal E-1**                      Encourage commercial growth which respects the market demand for commercial development in order to provide a positive economic climate for the City.

**Goal E-2**                      Promote the redevelopment of downtown commercial areas to enhance their economic viability in balance with the demands of commercial development.

**Goal E-3**                      Promote additional transportation to downtown areas with increased bus service, better mass transit provisions and bicycle paths and trails.

**Goal E-4**                      Capitalize on commercial and industrial opportunities along the I-10 freeway in balance with the demands of commercial development.

**Goal E-5**                      Encourage tourism by preserving and maintaining the distinctive qualities of Yucaipa.

**Goal E-6**                      Ensure that future development provides jobs and economic growth for the citizens of Yucaipa.

### Transportation Goals

**Goal T-1**                      Develop a transportation system for current and future needs which moves people and goods safely and efficiently.

**Goal T-2**                      Provide for a balance between different types of transportation.

**Goal T-3**                      Prepare coordinated financial plans to upgrade the transportation system.

**Goal T-4**                      Ensure appropriate legal and physical access to land prior to approving land divisions or new development.

**Goal T-5**                      Strive to achieve minimum level of service "C" on all highways and intersections.

**Goal T-6**                      Reduce dependency upon the automobile, and promote the use of public transit or increases in the average ridership when the automobile is utilized.

**Goal T-7**                      Encourage non-motorized alternative transportation by creating bicycle lanes and pedestrian paths to commercial areas, parks and schools.



- Goal IPF-5** Require wastewater collection and treatment systems consistent with the protection of public health and water quality.
- Goal IPF-6** Promote activities and/or measures that facilitate the reclamation and re-use of wastewater.
- Goal IPF-7** Cooperate and coordinate with all governmental agencies, including the RWQCB, to apply measures which will prevent surface and groundwater pollution and establish uniform standards for wastewater discharge.

### Parks and Recreation Goals

- Goal PR-1** Provide and preserve large open space areas for both active and passive resource values.
- Goal PR-2** Develop and maintain a well-balanced local park system that will provide for the full spectrum of recreational needs of the residents.
- Goal PR-3** Establish a standard per capita acreage of local park land of 3.5 acres per thousand residents.

### Schools Goals

- Goal SC-1** In cooperation with the school district, work to assure adequate school sites and facilities for the existing and future residents of Yucaipa.

### Safety and Hazardous Waste Goals

- Goal S-1** Minimize the potential risks resulting from the exposure of City residents to man-made and natural hazards with the following priorities: loss of life or injury, damage to property, litigation, excessive maintenance and other social and economic costs.
- Goal S-2** Continuously integrate new data on natural and man-made hazards into overlay mapping and the review of land use proposals and applications and the enforcement of development standards through the use of mapping overlays, policies and land use designations.
- Goal S-3** Support and expand disaster response programs, and initiate a program for post-disaster planning.

### Air Quality Goals

- Goal AQ-1** Establish a job-housing balance strategy that will reduce the overburdening of the circulation system and resultant vehicular emissions.



- Goal AQ-2** Encourage both new and existing developments to decrease emission releases.
- Goal AQ-3** Encourage the use of current and future mass transit facilities in order to decrease the use of private vehicles and thereby reduce emissions from mobile sources.
- Goal AQ-4** Strive for the attainment of Federal air quality standards through the land use review process.
- Goal AQ-5** Maximize the efficiency of current transportation systems through system and demand management strategies.
- Goal AQ-6** Design streets and install paths that encourage non-motorized forms of travel to shopping, parks and schools.
- Goal AQ-7** Review and incorporate appropriate policies contained in the Regional Air Quality Element.

#### Open Space and Conservation Goals

- Goal OS-1** Maintain natural resources to the greatest extent possible because they are a necessity to the "Quality of Life" within the City of Yucaipa and because many are already scarce.
- Goal OS-2** Manage scarce natural resources for preservation. Scarce resources include sensitive biological resources, cultural resources, air quality, groundwater supply and quality and open space.
- Goal OS-3** Manage other types of natural resources, including mineral resources, soils and energy resources, for conservation for future beneficial uses.
- Goal OS-4** Promote the maintenance of the natural resource base of the City by exercising prudent stewardship in coordination with appropriate agencies and interested groups.
- Goal OS-5** Preserve rare and endangered species, and protect areas of special habitat value.
- Goal OS-6** Conserve existing populations of native plant and wildlife species by preserving adequate habitat wherever appropriate.
- Goal OS-7** Establish an effective environmental mitigation monitoring process.
- Goal OS-8** Minimize conflicts between open space and surrounding land uses.

- Goal OS-9** Provide for the visual enhancement of existing and new development through landscaping and preservation of scenic vistas.
- Goal OS-10** Promote educational and awareness programs through the establishment of a nature center.
- Goal OS-11** Preserve and protect the City's historical, archaeological and cultural resources.
- Goal OS-12** Ensure that community objectives for cultural resources avoid or minimize potential conflicts with traditional Native American beliefs and concerns.
- Goal OS-13** Ensure that significant paleontologic resources exposed during grading are recovered and preserved for their scientific value.

## **L. Implementation**

To make the long-range, comprehensive planning of the general plan more meaningful, a link between the general plan and day-to-day actions of local government is required. In California, the general plan has been institutionalized through the enactment of statutes requiring consistency of certain local actions with the general plan. Additional statutes, while not mandating consistency, require findings or a report as to whether proposed actions conform to the general plan. The State's general rule for consistency determination is as follows.

"An action, program or project is consistent with the general plan if it, considering all aspects, will further the objectives and policies of the general plan and not obstruct their attainment."

The following is a summary of consistency provisions in State law by category.

**1. Zoning**

Government Code Section 65860 requires that zoning ordinances in counties, general law cities, and charter cities with a population of over two million be consistent with the general plan.

**2. Subdivisions**

Government Code Sections 66473.5 and 66474 require that subdivision and parcel map approvals in all jurisdictions be consistent with the general plan. Government Code Sections 66474.60 and 66474.61 require that subdivision and parcel map approvals in cities of more than 2,800,000 people be consistent with the general plan.

**3. Reservations of Land within Subdivisions**

Government Code Section 66479 requires that reservations of land for parks, recreational facilities, fire stations, libraries, and other public uses within a subdivision conform to the general plan.

**4. Open Space**

Government Code Section 65566 requires that acquisition, disposal, restriction, or regulation of open space by a city or county be consistent with the open space element of the general plan. Government Code Section 65567 prohibits the issuance of building permits, approval of subdivision maps, and adoption of open space zoning ordinances that are inconsistent with the open space element of the general plan. Government Code Section 65910 requires that every city and county adopt an open space zoning ordinance consistent with the open space element of the general plan. Government Code Section 51084 requires cities or counties accepting or approving an open space element to make a finding that the preservation of open space land is consistent with the general plan.

5. **Park Dedications**  
Government Code Section 66477 enables local governments to require as a condition of subdivision and parcel map approval the dedication of land or a payment of fees for parks and recreational purposes if the parks and recreational facilities are consistent with an adopted recreation element in the general plan.
6. **Capital Improvements**  
Government Code Sections 65401 and 65402 require the review of and report on the consistency of proposed city, county, and special district capital projects, including land acquisition and disposal, with the applicable general plan.
7. **Development Agreements**  
Government Code Section 65867.5 requires that development agreements between developers and local governments be consistent with the general plan.
8. **Redevelopment Plans**  
Health and Safety Code Section 33331 requires that every redevelopment plan conform to the adopted general plan.
9. **Housing Authority Projects**  
Health and Safety Code Section 34326 declares that all housing projects undertaken by housing authorities are subject to local planning and zoning laws.
10. **Special Housing Projects**  
Health and Safety Code Section 50689.5 requires that housing and housing programs developed under Health and Safety Code Sections 50680 *et seq.* for the developmentally disabled, mentally disordered, and physically disabled be consistent with the housing element of the general plan.
11. **Parking Authority Projects**  
Streets and Highway Code Section 32503 requires that parking authorities in planning and locating any parking facility be "subject to the relationship of the facility to any officially adopted master plan or sections of such master plan for the development of the area in which the authority functions to the same extent as if it were a private entity."
12. **Planning Commission Recommendations**  
Government Code Section 65855 requires that the Planning Commission's written recommendation to the legislative body on adoption or amendment of a zoning ordinance include a report on the relationship of the proposed ordinance or amendment to the general plan.
13. **Project Review under CEQA**  
Title 14, California Administrative Code Section 15080 requires examination of projects subject to the provisions of CEQA for consistency with the general plan.



- 14. On-Site Wastewater Disposal Zones**  
Health and Safety Code Section 6965 requires a finding that the operation of an on-site wastewater disposal zone created under Health and Safety Code Sections 6950 *et seq.* will not result in land uses that are inconsistent with the general plan.
- 15. Agricultural Preserves**  
Government Code Section 51234 requires that agricultural preserves established under the Williamson Act be consistent with the general plan. Government Code Sections 51282 and 51282.1 require cities and counties approving a Williamson Act contract cancellation to make a finding that the proposed alternate use is consistent with the general plan.
- 16. Mineral Resources**  
Public Resources Code Section 2763 requires that city and county land use decisions affecting areas with minerals of regional or State-wide significance be consistent with mineral resource management policies in the general plan.
- 17. Transmission Lines**  
Public Utilities Code Section 12808.5 requires cities and counties approving electrical transmission and distribution lines of municipal utility districts to make a finding concerning the consistency of the lines with the general plan.
- 18. Solid Waste Facilities**  
Government Code Section 66784.1 requires that the establishment of expansion of solid waste facilities be consistent with the general plan.
- 19. Large-Scale Urban Development Projects**  
Health and Safety Code Section 56032 requires that comprehensive development plans for large-scale urban development projects be consistent with the general plan.









## **A. Introduction**

### **1. Purpose and Scope**

The Land Use Element for the City of Yucaipa depicts the location and extent of commercial, industrial, institutional, and residential land uses within the City. The roads, parks, public facilities and other infrastructure are influenced by the land use structure. The Land Use Element plays a vital role in correlating the various issues into a set of development policies. While all of the elements of this General Plan are important, the Land Use Element is central and is one of the most significant and representative of the General Plan. It serves as a guide for the General Plan, indicating the location and extent of existing and planned land uses.

The Land Use Element also sets the requirements and creates the need for responses from other elements. For example, land use policies have a direct bearing on the Transportation Element, as well as on the Housing Element where these issues are linked to land use policies for existing and future residential development. Even the Safety, Noise and other elements of this General Plan are directly related to the policies contained in this element.

The texts, diagrams and maps included in this element establish the pattern of land use and identify the potential for development within the City of Yucaipa.

### **2 History**

Prior to the appearance of European settlers, the Yucaipa Valley supported a substantial population of Serrano Indians who were members of the Shoshonean linguistic family. The name Yucaipa is taken from the Indian word "Yukaipat" which means "a wet place." It is believed that this word refers to a small lake once in existence in what is now the Dunlap Acres area. The Serrano lived in a village on the shore of this lake most of the year due to plentiful food and water supplies. They took occasional trips into the local mountains during acorn harvesting season. Remains of Serrano settlements are currently being studied by an archaeological team from the University of Redlands.

In the early 1800s, Franciscan missionaries from the San Gabriel Mission laid plans to utilize the general area as an agricultural training ground for newly-converted Indians. The secularization of mission property decreed by the Mexican government in 1833 brought this attempt to a halt. Spanish Dons competed with each other for this desirable valley, with the Lugo family winning over the claims of the Palomares. Diego Sepulveda, nephew of Don Antonio Maria Lugo, was assigned to the Yucaipa Valley section of the vast Lugo-owned "rancho de San Bernardino." In 1847 California passed from Mexican into American ownership. In 1852, the Lugo estate was sold to Mormon settlers. In 1857 the Mormons departed to return to Salt Lake City in response to the call of their President, Brigham Young, and Yucaipa Valley became the property of James Waters, and later of the Dunlaps. By 1909 there were seven families living within the greater Yucaipa Valley area. Within a few years many families had moved into the Valley.

The Redlands-Yucaipa Land Company was a prime mover in the establishment and development of the community which was named Yucaipa City. Yucaipa became known as "The Land of the Big Red Apple." Apples were a crop that had only a short life as it was soon discovered that the climate was too warm for them. Farmers discovered that the land was ideal for growing peaches and plums. These fruits became a thriving business in the Valley. Poultry raising also became a big business, and was a \$10 million-a-year enterprise for a time.

By the early 1950s the population of the area had nearly doubled. A steady influx of people continues to the present time. The City of Yucaipa was incorporated on November 27, 1989.

### **3. Physical Setting**

Yucaipa is located in the eastern portion of the San Bernardino Valley area, at the foot of the San Bernardino Mountains, between the Cities of Redlands and Calimesa. The City is bounded on the northwest by the Crafton Hills, on the south by the City of Calimesa and on the north and east by mountainous terrain.

The topography of the City begins at an approximate elevation of 2,000 feet at the west end, adjacent to the point at which the 10 freeway enters Yucaipa from the west. Elevations increase in the northeast and eastern portions of the City to approximately 4,000+ feet, which represents an elevation change of 2,000 feet. Within the potential Sphere of Influence, elevations may range as high as 5,000 feet. The heart of the City's elevation is between 2,000 and 3,000 feet. Much of the area on the northwest portion of the City above 2,400 feet has been designated by the City as an open space preserve.

The City exists in a valley. The Yucaipa Valley is located within the Upper Santa Ana River Valley in the extreme eastern portion of the San Bernardino Valley. "Yukaipat," the Indian name from which Yucaipa was derived, means a village around a marshy area. This area was formed from the Oak Glen Creek which bisects the City along a northeast to southwesterly direction. Another major creek bisects the City from east to west in the southern part of the City and is known as Yucaipa Creek. Through erosion, each of these major tributaries have created definite elevation changes adjacent to these creeks and are sometimes referred to as "benches." These "bench" areas give a definite character to the City, and the entire northern section of Yucaipa is referred to as "North Bench."

The flatland portions of the City are gently sloping from the west to the east to the higher elevations toward Oak Glen. These flatter areas contain the "North Bench" area to the north, Dunlap Acres to the west and the Central Core area, which is bisected by Yucaipa Creek. This creek leads to Wildwood Canyon to the southeast, whose canyon and adjacent hills form another distinctive area of Yucaipa known as "Wildwood Canyon." The confluence of the two major creeks through Yucaipa create the Live Oak Canyon area, which is in the southwest portion of the City.

Scenic resources within the City have been formed by both natural and man-made elements. Those natural resources include the surrounding hills and mountains and the two major creek areas which transverse the City and create major "bench areas." The gently sloping flatlands also contribute to the scenic quality of the City, providing view orientation over a great area of the City along roadways and in developed areas for an array of scenic vistas and a unique visual orientation to the City.

Another scenic aspect of the area is its vegetation, specifically the concentration of oak woodlands along Wildwood Canyon. The grasslands, coastal sage scrub and other areas of vegetation within the northern portion of the City add to its scenic character. The introduced vegetation, which includes many mature trees, within the developed portion of the City is another of the City's important scenic resources. Other distinctive areas of introduced vegetation include the groves along the foothills of Crafton Hills, the Yucaipa Regional Park and the local parks within the City.



## B. Existing Land Uses

### 1. Existing Land Use

The existing land uses within the City have been mapped based on field trips to the area, including a video documentation of over 120 miles along City streets, as well as reference to an aerial photo of the City's current development. In addition, input from various GPAC Subcommittee members and City staff afforded the base for this map. The Existing Land Use Map, **Exhibit II-1**, shows existing land uses within the City, color-coded into the following 13 categories.

Floodways	Agriculture
Parks	Natural Open Space
Rural Single-family (residential lots with raising and keeping of animals or large proportion of open space included on the lot)*	
Estate Single-family (10,000+ square foot lots and larger)	
Single-family Development (lots smaller than 10,000 sq. ft.)	
Mobile Homes	Planned Development
Multi-family (attached units)	Commercial
Industrial	Institutional
(*Rural single-family includes developed parcels over 10,000 square feet in size.)	

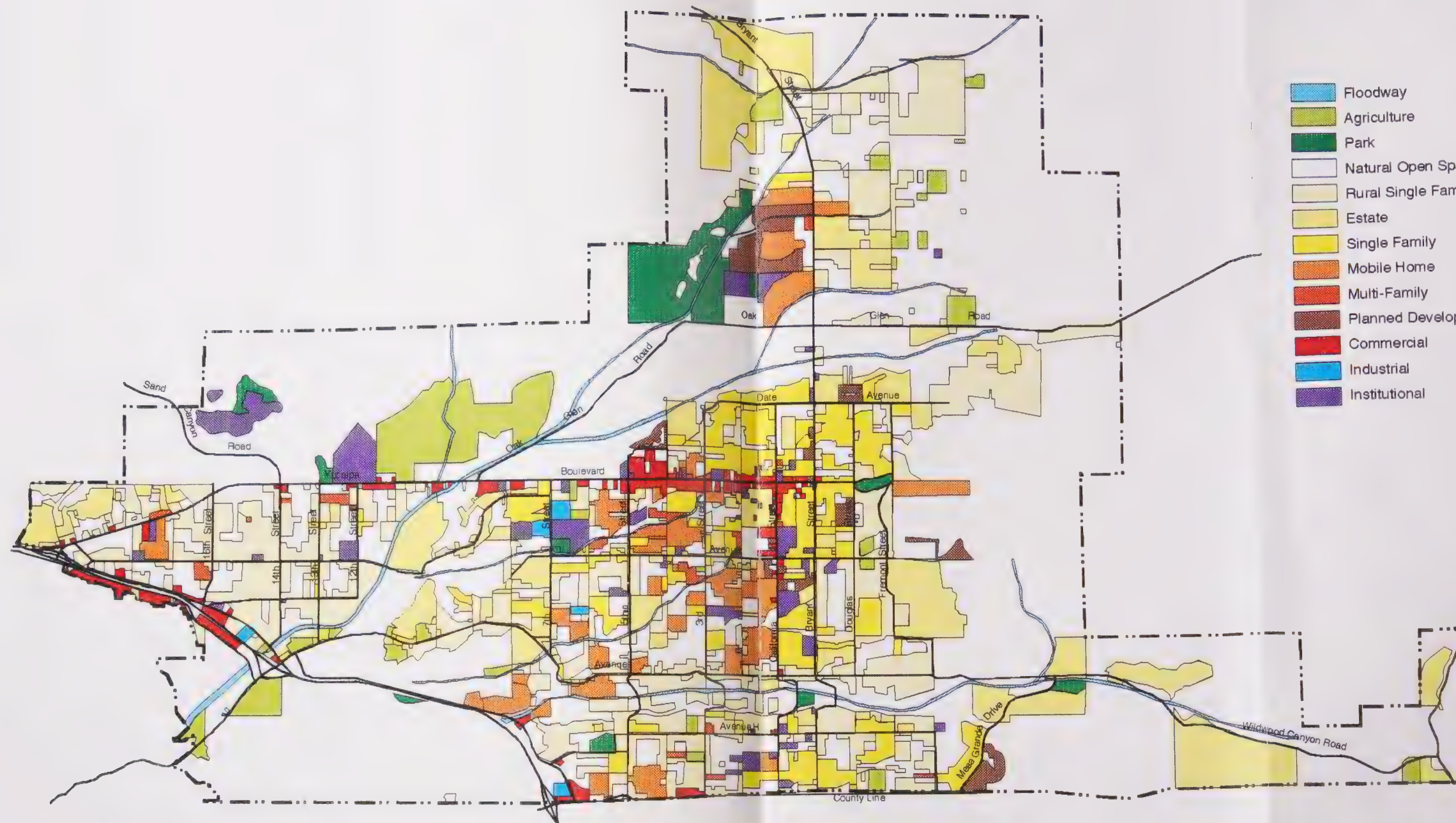
Following are the acreages of each of the land use categories.

**Table II-1**  
**Existing Land Use Acreages**

<u>Land Use</u>	<u>Gross Acreages</u>
Floodways	163
Agriculture	561
Parks	275
Natural Open Space	9,979
Rural Single-family	2,355
Estate Single-family	1,512
Single-family Development	871
Mobile Homes	440
Multi-family	86
Planned Development	238
Commercial	258
Industrial	47
Institutional	285
-----	
Total	17,070

The existing land uses within the City can best be summarized as a diversity of land uses throughout with a very low percentage of commercial and an even lower percentage of industrial development typical for a City of this size, as well as an unusually large proportion of mobile home parks. The industrial and commercial areas have been developed in strips as opposed to centers or nodes of development. Commercial areas are also characterized by a large number of vacant storefronts or buildings which are in need of refurbishing and/or maintenance.





- Floodway
- Agriculture
- Park
- Natural Open Space
- Rural Single Family
- Estate
- Single Family
- Mobile Home
- Multi-Family
- Planned Development
- Commercial
- Industrial
- Institutional



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Existing Land Use





Residential development is characterized by the diversity and patchwork of vacant lots adjacent to older homes on long, narrow lots next to multi-family, attached development or new tract development. These residential areas are interspersed with mobile home parks. Residential areas, particularly in the North Bench area and Dunlap Acres, as well as in some portions of the Central Core area, include the raising and keeping of a variety of animals. There are also a number of chicken ranches which are a distinct facet of agricultural land uses in Yucaipa. Except for a few pockets in each area of the City and in Wildwood Canyon, the key characteristic is the diversity and the lack of any definite pattern of development. There are also an unusually large number of churches sprinkled throughout the City. Another major component is the natural open space areas, parks and agricultural areas of the City containing approximately 63% of the total City area. Of this, a large portion is committed for development including the approved and proposed Tentative Tract Maps and/or Preliminary Development Plans.

## **2. Ownership Patterns/Development Proposals**

An important influence on future development and planning for the City includes major ownership patterns and areas currently proposed for development. **Exhibit II-2** depicts large land ownerships and the larger areas proposed for development throughout the City. Some of these development proposals would ultimately involve annexation since a portion of the ownership and planning proposals are outside the existing City limits. As can be seen from **Exhibit II-2**, these areas affect a major portion of the City's undeveloped lands and are a major factor in the consideration of land use alternatives and commitments currently being made by the City regarding land use such as the Chapman Heights development, which has been approved by the City. Other proposed development areas have not yet been approved and others are at the tentative tract map stage; however, each will influence the options available to these areas and impact adjacent parcels not yet counted as proposed for development.

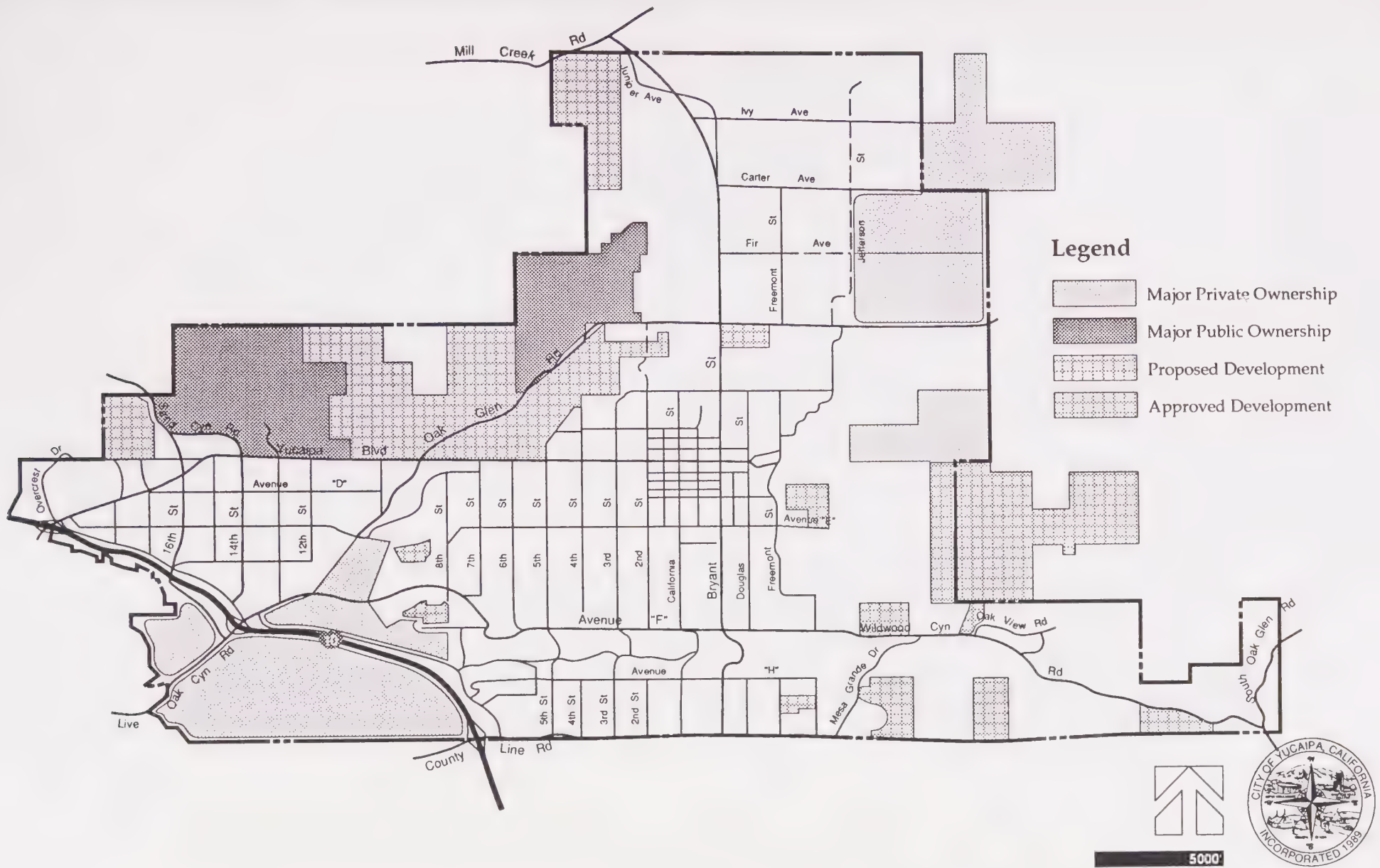
Large ownerships present opportunities for the City as well as the land owner to pursue mutually beneficial land use scenarios for incorporation into the General Plan. See the Existing Land Use Map, **Exhibit II-1**, for development patterns which reflect multiple ownership of subdivided parcels for a variety of land uses. This exhibit depicts areas of committed development which are a major constraint to the development options other than redevelopment.

## **3. Identifiable Planning Areas within City**

The City is comprised of several distinct neighborhoods, each with its own unique environmental and physical character. Based on numerous field trips, the evaluation of aerial photos and topography and the assessment of existing land use patterns, as well as interviews with private citizens and City staff, it has been determined that the City is generally made up of four distinct planning areas. These areas are depicted on **Exhibit II-3**. They include the rural area of Wildwood to the southeast with its existing development and unique canyons and hills highlighted by a significant number of oak trees and natural vegetation. To the north is the area known as North Bench, consisting of a variety of housing from mobile homes to large estate lots which facilitate the raising and keeping of







## Major Ownerships/Proposed Development

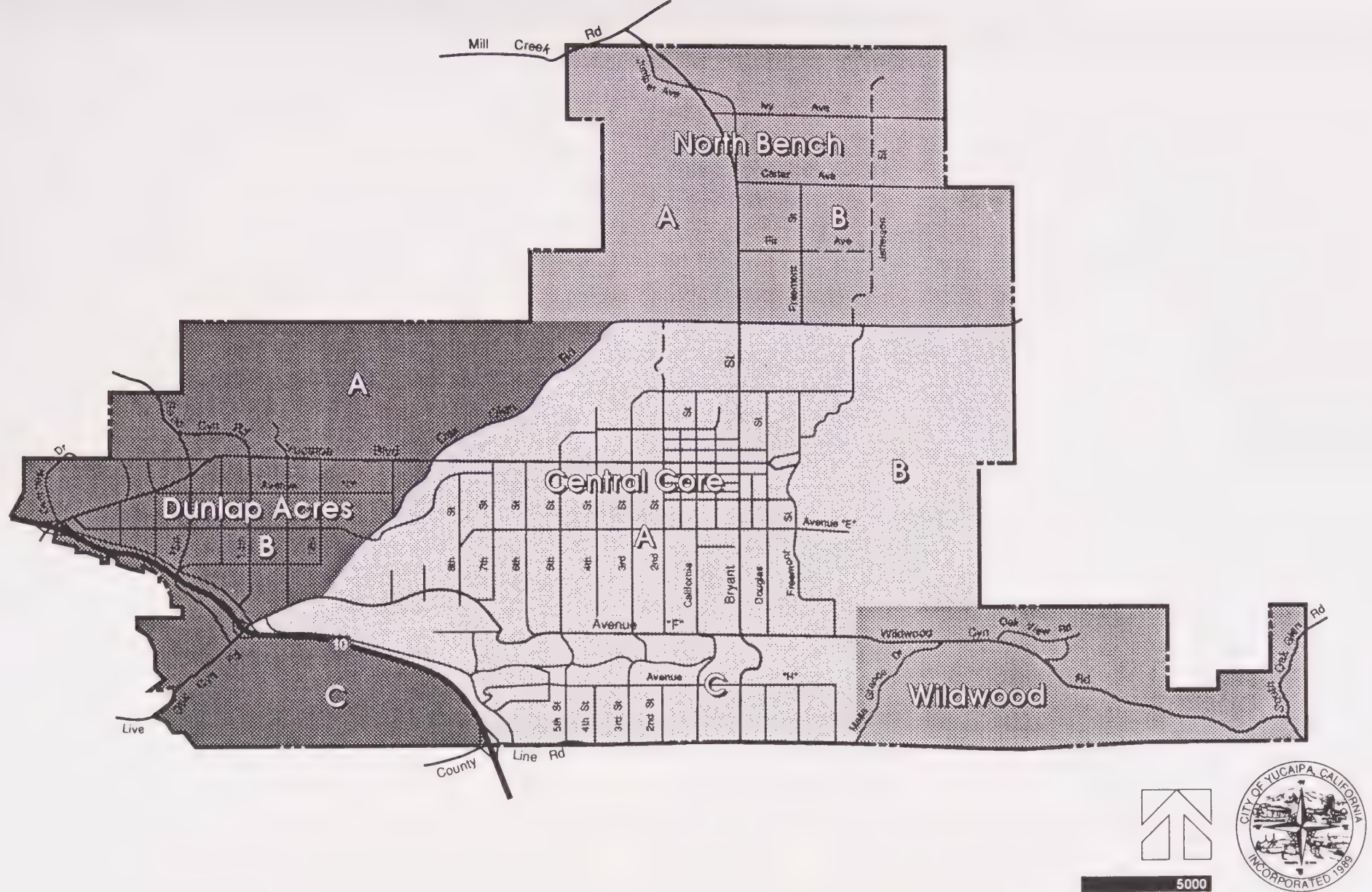
# Yucaipa General Plan

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**II-2**





# Yucaipa General Plan

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all types of animals from dogs and horses to llamas and ostriches. The older and central portion of the City is referred to as the "Central Core" and contains the City's main commercial development and City offices, as well as a diverse range of residential development, including multi-family, mobile homes, tract homes, single-family homes on large lots, attached homes and estates with the raising and keeping of animals. This area is characterized by the most intense and diverse development within the City. To the west is the area known as Dunlap Acres, a portion containing the low land areas of the City at the lower end of Oak Glen Creek. Dunlap Acres is characterized by strip commercial and more industrial development along the freeway and Yucaipa Boulevard and single-family residential development on large narrow lots, as well as some mobile homes. This area also includes the raising and keeping of animals. Each of the areas described above have distinct neighborhoods and are generally identified by the letters A, B and C where appropriate. These areas have not only been identified by the type of development and access, but have also been identified by available sewer service, drainage and other natural factors such as topography and vegetation.

#### **4. Demographics**

The City of Yucaipa has a total population of 35,424, which is about 2.5% of the total population of San Bernardino County, as of January 1, 1992. With a total of 14,690 housing units and a 5.29% vacancy rate, the number of persons per household is 2.5. According to 1990 census information, 87% of the City's residents are white, 0.51% are black, 0.73% are American Indian, Eskimo or Aleutian, while 0.90% are Asian and Pacific Islander, with 0.06% of the population classified as "other." As a separate figure, not to be added to the total population, 1990 census figures show 3,609 residents classified as "Hispanic Origin of Any Race."

## **C. Future Land Uses**

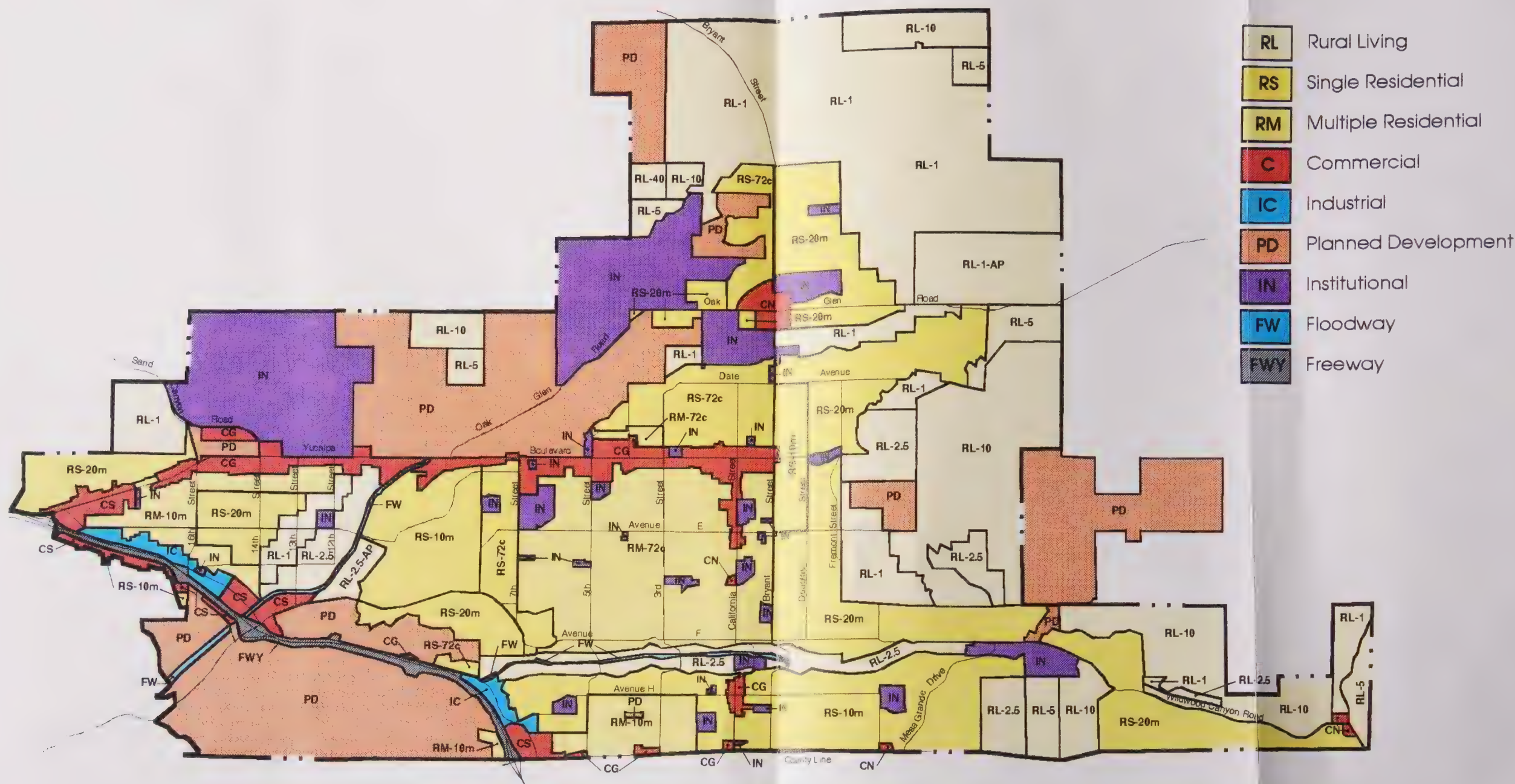
### **1. Land Use Plan**

Following the study of several land use alternatives, including those with different configurations of land uses, more intensive and less intensive development scenarios, the land use plan was selected to be considered by the City following several Town Hall meetings, Planning Commission hearings and City Council hearings devoted to discussing the recommendations for and refinements to this plan. Through this process, the selected alternative was chosen as a balance between the desire for lower densities with accompanying reduced environmental impacts, and the need for housing and revenue which would be generated by more intensive development. The land use plan was selected as the most sensitive response to the goals and policies of the City and as providing the best balance of the diverse residential and commercial opportunities available to the City. This plan provides the best mix of land uses to highlight the rural lifestyle desired by the City, as well as the economic viability and opportunities for the future development of Yucaipa. See **Exhibit II-4**, Official Land Use Districts and **Exhibit II-5**, Mobile Home Overlay Map.

The key components of this plan are as follows.

- a. **Planned Development**  
The land use plan provides for Planned Development land use along the I-10 freeway corridor which will promote major commercial opportunities and employment centers in order to enhance the economic viability of the City and capture the potential of the freeway corridor opportunities.
- b. **Commercial Development**  
The plan allows for the development of specific commercial nodes or centers of sufficient size for neighborhood and commercial centers to serve the City, as opposed to strip centers. These commercial nodes have been designated for areas such as those at Oak Glen and Bryant, at Yucaipa and 5th, at Sand Canyon and Yucaipa and at Oak Glen and Yucaipa.
- c. **Natural Landforms**  
The land use designations as they pertain to density have been adjusted to conform to landforms and slope characteristics, especially within hillside portions of the City.
- d. **Planning Areas**  
The land use designations have been designed to support the character of the four distinct planning areas existing within the City of Yucaipa. (See **Exhibit II-3**, Planning Areas Map.)





- RL Rural Living
- RS Single Residential
- RM Multiple Residential
- C Commercial
- IC Industrial
- PD Planned Development
- IN Institutional
- FW Floodway
- FWY Freeway



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## Official Land Use Districts

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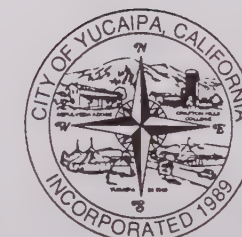









4000'



## Mobile Home Overlay

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- e. **RM Designation**  
The plan allows for the reduction and restriction of the RM (multi-family residential) land use. The land use plan confines this land use to the Central Core area and a southern portion the Central Core area, due to the fact that major commitments to multi-family developments have already occurred within these areas.
- f. **RL Designation**  
The land use plan gives a greater emphasis to the RL (rural living) designation, specifically in the Wildwood Canyon and North Bench areas, as well as in portions of Dunlap Acres.
- g. **Combination of Existing Land Use Districts**  
As much as possible and where feasible, existing land use districts have been combined into larger areas and simplified.
- h. **Institutional**  
Institutional land uses (churches, parks, schools and other public and quasi-public uses) have been identified to a much greater extent throughout the City.

## **2. Building Intensity Standards**

The purpose, locational criteria, building intensity standards and population density and the intended uses of each land use district are specified below. The building intensity standards specified for each Land Use District may be modified by provisions contained in the Development Code. A brief description of the intended uses in each land use district is presented herein; the Development Code contains a complete listing of the uses permitted in each land use district.

- a. **Rural Living (RL)**
  - i. **Purpose**
    - (a) To encourage appropriate rural development where single family residential is the primary use, along with conservation of open space, watershed and wildlife habitat areas
    - (b) To identify areas where rural residences may be established and where associated related animal uses may be permitted
    - (c) To prevent inappropriate demand for urban services
    - (d) To establish areas where non-agricultural activities are the primary use of the land, but where agriculture and compatible uses may co-exist

- ii. Locational Criteria
  - (a) Areas with existing land uses including limited agriculture, mining and quarrying, public and private recreation areas, rural residences and vacation cabins and watershed, wildlife and open space uses
  - (b) Areas with limited, low-density development or mountainous areas with moderate slopes or soils of poorer quality than in agricultural areas
  - (c) Areas where rural residences are the primary land use, but where agriculture and other compatible uses such as animal raising, dude ranches, RV parks, etc. may be found or located.
  - (d) Areas with soil conditions suitable for limited agriculture capability which may nevertheless be eligible for Agricultural Preserve status
  - (e) Areas with partial public services and limited public improvements

- iii. Building Intensity Standards
  - (a) Maximum Housing Density - 1.00 du/acre
  - (b) Minimum Parcel size - 1.00 gross acre
  - (c) Minimum District Size - 10 gross acres
  - (d) Maximum Lot Coverage - 40%
  - (e) Maximum Building Height - 35 feet
  - (f) Maximum Building Size - 2 stories
  - (g) Other Densities - 0.40 du/acre (1 du/2.5 acres)  
0.20 du/acre (1 du/5.0 acres)
  - (h) Maximum Building Coverage - 40%

- iv. Maximum Population Density Average (MPDA)

On the average, there are currently 2.46 persons per household in the City. However, future population density is projected at 2.75 persons per household. Given the projected number of persons per dwelling unit multiplied by the maximum housing density specified by the minimum lot size on the Official Land Use Districts map, the MPDA for this district is approximately 1,760 persons per square mile.

- v. Intended Uses

This district provides sites for rural residential uses, incidental agricultural uses and similar and compatible uses.

b. Single Residential

- i. Purpose
  - (a) To provide areas for single family homes on individual lots
  - (b) To provide areas for accessory and non-residential uses that complement single residential neighborhoods



- (c) To discourage incompatible non-residential uses in single family residential neighborhoods
  - ii. **Locational Criteria**
    - (a) Areas that are not adjacent to Regional Industrial Districts, except where the ultimate minimum residential parcel sizes shall be one acre or larger
    - (b) Areas that are within one mile of major arterial and/or existing major public transit routes
  - iii. **Building Intensity Standards**
    - (a) Maximum Housing Density - 4.2 du/acre
    - (b) Minimum Net Parcel Size - 7,200 sq. ft.
    - (c) Minimum District Size - 10 gross acres
    - (d) Maximum Lot Coverage - 55%
    - (e) Maximum Building Height - 35 feet
    - (f) Maximum Building Size - 2 stories
    - (g) Other Densities - 3.20 du/acre  
1.85 du/acre
    - (h) Maximum Building Coverage - 40%
  - iv. **Maximum Population Density Average (MPDA)**  
 On the average, there are 2.46 persons per household in the City. However, future population density is projected at 2.75 persons per household. Given the number of persons per dwelling unit multiplied by the maximum housing density specified for the RS District, the MPDA for this district is 7,392 persons per square mile.
  - v. **Intended Uses**  
 This district provides sites for single family residential uses, incidental agricultural and recreational uses and similar and compatible uses.
- c. **Multiple Residential (RM)**
- i. **Purpose**
    - (a) To provide areas for attached, detached, and/or mixed residential development with a wide range of densities and housing types
    - (b) To efficiently relate higher density residential development to community utilities and facilities, as well as to site characteristics
    - (c) To locate parcels appropriate for development at higher residential densities in closer proximity to community services and facilities
    - (d) To offer a wide range of residential living environments
    - (e) To allow diverse non-residential activities compatible with a multi-family neighborhood

- ii. **Locational Criteria**
  - (a) Areas of existing multi-family development
  - (b) Areas that have, or are programmed to receive, full urban services
  - (c) Areas with slopes generally less than 10% (Increased lot sizes shall be required as slope increases.)
  - (d) Areas in urban locations having close proximity to major commercial and public facilities, where urban infrastructure, circulation and neighborhood and community facilities that are capable of handling high density residential development are located or planned
  - (e) Areas adjacent to or near a major arterial and/or existing major public transit routes
  
- iii. **Building Intensity Standards**
  - (a) Maximum Housing Density - 8 du/gross ac and a minimum of 5,000 sq. ft./du
  - (b) Minimum Net Parcel Size - 10,000 sq. ft.
  - (c) Minimum District Size - 10 gross acres
  - (d) Maximum Lot Coverage - 60%
  - (e) Maximum Building Height - 35 feet
  - (f) Maximum Building Size - 2 stories
  - (g) Maximum Building Coverage - 60%
  
- iv. **Maximum Population Density Average (MPDA)**  
 On the average, there are 2.46 persons per household in the City. However, future population density is projected at 2.75 persons per household. Give the number of persons per dwelling unit multiplied by the (RM) District Land Use Map Density specified by the minimum size of each dwelling unit on the Official Land Use Districts map, the MPDA for this district is 10,560 persons per square mile.
  
- v. **Intended Uses**  
 This district provides sites for multiple residential uses, single residential uses, mixed residential uses and similar and compatible non-residential uses and activities.
  
- d. **Neighborhood Commercial (CN)**
  - i. **Purpose**  
 To provide suitable locations for retail and service commercial establishments intended to meet the daily convenience needs of a residential area
  - ii. **Locational Criteria**
    - (a) Areas adjacent to or in close proximity to residential districts/uses
    - (b) Areas adjacent to a major arterial street or to any road intersection
    - (c) Areas with less than 20% slope

- iii. Building Intensity Standards
  - (a) Minimum Parcel Size - 1 acre
  - (b) Minimum District Size - 1 gross acre
  - (c) Maximum Lot Coverage - 80%
  - (d) Maximum Building Height - 35 ft.
  - (e) Maximum Building Size - 2 stories
  - (f) Maximum Building Coverage - 40%
- iv. Maximum Population Density Average (MPDA)

Residential uses, except Social Care facilities, hotels, motels and other transient lodgings are not permitted in commercial districts. The MPDA for this District is 1,000 persons per square mile.
- v. Intended Uses

This district provides sites for retail trade and personal services, repair services, lodging services, professional services, recreation and entertainment services and similar and compatible uses.
- e. General Commercial (CG)
  - i. Purpose

Provide appropriately located areas for stores, offices, service establishments and amusements offering a wide range of commodities and services scaled to meet neighborhood and community needs
  - ii. Locational Criteria
    - (a) Concentrated retail business and service areas that supply daily community commercial needs
    - (b) Areas of retail commercial use in central business districts providing local and regional trade services
    - (c) Areas adjacent to a major arterial street, highway or freeway or at the intersection of two major arterial streets
    - (d) Areas with full urban services and infrastructure facilities
  - iii. Building Intensity Standards
    - (a) Minimum Parcel Size - 1 acre
    - (b) Minimum District Size - 5 gross acres
    - (c) Maximum Lot Coverage - 90%
    - (d) Maximum Building Height - 45 ft.
    - (e) Maximum Building Size - 3 stories
    - (f) Maximum Building Coverage - 60%
  - iv. Maximum Population Density Average (MPDA)

Residential uses, except Social Care facilities, hotels, motels and other transient lodgings, are not permitted in Commercial Districts. The MPDA for this district is 1,500 persons per square mile.

- v. **Intended Uses**  
This district provides sites for stores, lodging services, office and professional services, recreation and entertainment services, wholesaling and warehousing, contract/construction services, transportation services, open lot services and similar and compatible uses.
- f. **Service Commercial (CS)**
  - i. **Purpose**
    - (a) To provide suitable areas for a mixture of commercial and industrial uses including manufacturing uses, where they will not adversely effect surrounding properties
    - (b) To provide suitable locations for retail, wholesale, intensive commercial and service establishments
    - (c) Areas and uses that will not create incompatible land use mixtures
    - (d) Areas located to promote the infill and restructuring of existing heavy and service commercial areas and discourage the proliferation of scattered service uses
    - (e) Areas appropriate for developments using planned development concepts where unified landscaping, signing, building design, service capabilities and adequate circulation can be ensured
    - (f) Areas located to have access from major streets and/or major arterial streets to avoid the use of residential streets for access or deliveries
    - (g) Areas that are either at the intersection of two major arterial streets or adjacent to a major arterial street, major divided street or freeway
  - ii. **Building Intensity Standards**
    - (a) Minimum Parcel Size - 1 acre
    - (b) Minimum District Size - 5 gross acres
    - (c) Maximum Lot Coverage - 90%
    - (d) Maximum Building Height - 45 ft.
    - (e) Maximum Building Size - 3 stories
    - (f) Maximum Building Coverage - 65%
  - iii. **Maximum Population Density Average (MPDA)**  
Residential uses, except Social Care facilities, hotels, motels and other transient lodgings, are not permitted in Commercial Districts. The MPDA for this district is 1,500 persons per square mile.
  - iv. **Intended Uses**  
This district provides sites for a mixture of heavy commercial uses and light industrial uses, including light manufacturing uses and similar and compatible uses.



g. Community Industrial (IC)

i. Purpose

- (a) To identify and establish areas suited to industrial activities
- (b) To provide opportunities for the concentration of industrial uses to enable efficient use of transportation, circulation and energy facilities
- (c) To protect adjacent land uses from harmful influences, as well as to prevent the intrusion of incompatible uses into industrial areas

ii. Locational Criteria

- (a) Areas located within urban areas where full urban services are available
- (b) Areas of existing industrial uses
- (c) Area physically suited for industrial activities
- (d) Areas that are or can be adequately buffered from adjacent uses in other land use categories
- (e) Areas adjacent to major transportation terminals and energy facilities
- (f) Areas where industrial traffic is not routed through residential or other areas incompatible with industrial traffic
- (g) Areas that are at the intersection or have direct access to major arterial or major divided streets or a freeway
- (h) Areas appropriate for development of large acreages using the concepts of planned development to provide industrial parks with unified landscaping, signing, building design, services, infrastructure and circulation
- (i) Areas where residential uses are inappropriate
- (j) Areas that have stable soil with average slope of 10% or less

iii. Building Intensity Standards

- (a) Minimum Parcel Size - 1 acre
- (b) Minimum District Size - 5 gross acres
- (c) Maximum Lot Coverage - 85%
- (d) Maximum Building Height - 45 ft.
- (e) Maximum Building Size - 3 stories
- (f) Maximum Building Coverage - 70%

iv. Maximum Population Density Average (MPDA)

Residential uses, except caretaker or accessory residential uses (one per legally created parcel), are not permitted in the IC District. The MPDA for this district is 640 persons per square mile.

v. Intended Uses

This district provides sites for light industrial uses such as light manufacturing uses, wholesale/warehouse services, contract/construction services, transportation services, agriculture support services, incidental commercial, accessing residential uses, and similar and compatible uses.

h. Institutional (IN)

i. Purpose

- (a) To identify existing lands and structures committed to public facilities and public agency uses and proposed public facilities, as well as quasi-public facilities such as churches and community organization facilities, where site selection has not occurred
- (b) To provide areas for development of future public facilities and public agency uses and proposed public facilities, as well as quasi-public facilities such as churches and community organization facilities, where site selection has not occurred
- (c) To enable identification of potential facility locations that satisfy both community and regional needs relating to the population levels being served
- (d) To identify potential facility sites in advance of immediate need so that facility design and location may be based on the character of the area being served and can also be compatible with and supportive of the comprehensive plans of agencies within the facility service area

ii. Locational Criteria

- (a) Areas with existing public or quasi-public facilities and uses or publicly-owned lands intended for development with public facilities
- (b) Areas that satisfy the specialized site location requirements of public and quasi-public facilities where facilities will be visible and accessible to their users

iii. Building Intensity Standards

- (a) Minimum Parcel Size - None indicated
- (b) Minimum District Size - None indicated
- (c) Maximum Lot Coverage - 80%
- (d) Maximum Structure Height - 75 ft.
- (e) Maximum Building Size - 5 stories
- (f) Maximum Building Coverage - 60%

iv. Maximum Population Density Average (MPDA)

Residential uses, except hospitals, prisons, college campuses/dormitories, and day care facilities/boarding schools, are not permitted in the Institutional District. The MPDA for this district is 1,000 persons per square mile.

- v. **Intended Uses**  
This district provides sites for public and quasi-public uses and facilities and similar and compatible uses.
- i. **Planned Development (PD)**
  - i. **Purpose**
    - (a) To allow a combination of residential, commercial, and/or manufacturing activities that maximize the utilization of natural as well as man-made resources
    - (b) To identify areas suitable for large-scale planned developments and to allow cluster-type development in order to provide more open space
    - (c) To allow joint planning efforts such as Specific Plans, Area Plans, etc. among adjacent land owners and jurisdictions
  - ii. **Locational Criteria**  
Areas that need/require special planning studies
  - iii. **Building Intensity Standards**
    - (a) Minimum Parcel Size - 10 acres
    - (b) Minimum District Size - 40 acres
    - (c) Maximum Lot Coverage - 80%
    - (d) Maximum Building Height - 45 ft.
    - (e) Maximum Building Size - 3 stories
    - (f) Maximum housing density will vary according to the Planned Development or Specific Plan, but shall not exceed 8.0 du/acre. In the interim, maximum housing density shall be one dwelling unit per parcel.
  - iv. **Maximum Population Density Average (MPDA)**  
The MPDA will vary, but shall not exceed 14,080 persons per square mile. This assumes a maximum housing density of 8.0 du/acre multiplied by 2.75 persons per dwelling unit.
  - v. **Intended Uses**  
This district provides sites for a combination of residential, commercial, industrial, agricultural, open space and recreation uses and similar and compatible uses.
- j. **Floodway (FW)**
  - i. **Purpose**
    - (a) To identify and preserve areas for flood flow such as the channel of a river or drainage way and those portions of the floodway adjoining the channels which are required to effectively carry the discharge of floodwater or floodflow of any river or stream

- (b) To protect floodways from encroachment by land uses which would be endangered when floodway channels are full or are overflowing into that portion of an adjacent floodplain that becomes part of the channel
  - (c) To prohibit occupancy or the encroachment of any structure, improvement, or development that would unduly affect the capacity of the floodway or unduly increase flood heights
  - (d) To prevent the loss of life or property caused by floodwater runoff
  - (e) To designate natural and man-made floodways and their adjacent areas on a map in order to coordinate flood drainage and land development
- ii. **Locational Criteria**
  - (a) Areas identified as major flood channels by the Drainage Section of the City Engineer
  - (b) Areas where extensive flooding conditions require the curtailment of development
  - (c) Areas that have been identified, mapped, and designated as floodways by the Federal Flood Insurance Administration
- iii. **Building Intensity Standards**
  - (a) Maximum Housing Density - Not applicable
  - (b) Minimum Parcel Size - 10 acres
  - (c) Minimum District Size - None specified
  - (d) Maximum Lot Coverage - None specified
  - (e) Maximum Structure Height - 35 feet
  - (f) Maximum Building Size - 2 stories
- iv. **Maximum Population Density Average (MPDA)**  
Residential uses are not permitted in the Floodway (FW) District. The MPDA for this district is 10 persons per square mile.
- v. **Intended Uses**  
This district provides sites for animal raising, grazing, crop production, and similar and compatible uses.

### **3. Existing and Future Land Uses**

The land use plan proposes a decrease in industrial, single family, multi-family and agricultural land uses, as compared to both the Original General Plan for the County of San Bernardino and the City's Interim General Plan. The plan also proposes an increase in commercial, institutional, planned development and rural residential.



Specifically, the plan proposes a 41% increase in general commercial and an 8-9% increase in service commercial. Although there is an approximate loss of 50% in industrial land use, this loss is more than offset by the additional commercial acreage proposed for the City. Institutional uses are increased by over 20%, while Planned Development (particularly along the freeway) is increased by over 92%. There is a 58% increase in rural living use (from 3,500 acres to over 5,600 acres), reflecting the General Plan's emphasis on the rural characteristics of the City of Yucaipa. There is also a 26% decrease in multiple family acreage. This plan provides for more spacious development standards and the raising and keeping of animals within this land use designation. Finally, the land use plan completely removes all agricultural land use designations from within the City except for the Agricultural Preserve Overlay District on 377 acres. (See **Table II-2, Official Land Use Districts Statistical Chart**).





# Official Land Use Districts

# Statistical Chart

Land Use	Symbol	Vacant/ Underdev.	Acres	Density	DUs	pop/du 2.75 Pop	(Square Feet) Floor Area	Square Feet per Job	Projected Jobs
Exist Dev.	Exist Dev.				14,690	35,424			
Neighborhood Commercial	CN	49.01	71.47				778,308.30	500	1,556.62
General Commercial	CG	121.30	446.75				5,838,129.00	500	11,676.26
Service Commercial	CS	65.52	201.31				3,069,172.26	500	6,138.34
Floodway	FW	0.00	65.31						
Freeway	FWY	0.00	139.47						
Community Industrial	IC	47.38	105.44				1,837,186.56	750	2,449.58
Institutional	IN	986.68	1,584.65						
Planned Development*	PD	2,645.22	2,671.02		3,269	8,990	4,309,826.40	450	9,577.39
Rural Living	RL-1	1,654.64	2,524.58	1.00	1,655	4,551			
Rural Living	RL-1-AP	316.29	317.78	1.00	316	870			
Rural Living	RL-10	1,470.51	1,624.67	0.10	147	404			
Rural Living	RL-40	38.81	38.81	0.02	1	3			
Rural Living	RL-2.5	622.62	740.16	0.40	249	685			
Rural Living	RL-2.5-AP	59.30	60.25	0.40	24	65			
Rural Living	RL-5	353.39	369.87	0.20	71	194			
Single Residential	RS-10m	381.43	1,437.36	3.20	1,221	3,357			
Single Residential	RS-20m	796.25	2,324.09	1.85	1,473	4,051			
Single Residential	RS-72c	64.66	662.37	4.20	272	747			
Multiple Residential	RM-10m	172.70	495.66	6.00	1,036	2,850			
Multiple Residential	RM-72c	242.72	1,189.28	6.00	1,456	4,005			
<b>Total</b>		<b>10,088.43</b>	<b>17,070.30</b>		<b>25,880</b>	<b>66,196</b>	<b>15,832,623</b>		<b>31,398.19</b>

\*Note: PD Areas not Listed Below are Comprised only of Residential Land Uses

• Robinson Ranch P.D.

68 acres Industrial
78 acres Commercial
53 acres Office
167 acres Residential at 1 du/ac (167 du)
68 acres Residential at 2 du/ac (137 du)
145 acres Residential at 2 du/ac (290 du)
<b>579 acres (594 du)</b>

• Chapman Heights Ranch P.D.

5 acres Village Center
31 acres Commercial
79 acres Residential at 1.7 du/ac (136)
129 acres Residential at 4.5 du/ac (578 du)
196 acres Residential at 4.4 du/ac (869 du)
52 acres Residential at 13.1 du/ac (686 du)
10 acres Civic Center
511 acres Open Space, Golf Course, Trails, Floodways & Other
<b>1012 acres (2269 du)</b>

• Palmer Property P.D.

60 acres Commercial
40 acres Office
325 acres Residential at 1 du/ac (325 du)
<b>425 acres (325 du)</b>

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## **D. Implementation of the Land Use Element**

The City is responsible for the implementation of this land use plan. Whereas the goals and policies of this element establish the general framework for future growth and development, the actual realization of the plan can only be accomplished through the specific implementing actions that the City subsequently undertakes.

The primary tools with which the City may undertake to implement the Land Use Element of the plan include the following.

1. Comprehensive Zoning Ordinance
2. Subdivision Regulations
3. Special Districts Standards
4. Specific Plans
5. Development Agreements
6. Capital Facilities Improvements Programs
7. Building and Housing Codes
8. Redevelopment Programs
9. Annexation and Sphere of Influence Programs

Following the adoption of the General Plan, the City shall prepare and adopt an implementation program. This program may set forth projects, programs, proposed ordinances and guidelines for development and may include priorities and schedules for the consideration and adoption of these subsequent actions. The implementation program should be a dynamic document, containing specific implementation actions which will be periodically reviewed and updated to reflect changing conditions, needs and priorities.

## **E. Land Use Goals, Policies and Actions**

The following General Plan goals for the Land Use Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council. The associated policies are designed to ensure that City revenues will be able to meet expenditures in order to provide a high level of services without a burdensome level of taxation.

**Goal LU-1** Plan for a compatible and harmonious arrangement of land uses by providing a type and mix of functionally well-integrated land uses which meet general social and economic needs and provide for a variety of lifestyles.

### **Policy**

- A. Because the City wants to promote balanced, efficient commercial developments that are functional, safe, attractive and convenient to shoppers, and are capable of strengthening the local economy and enhancing the quality of life of City residents, the following actions shall be implemented.

### **Actions**

1. Promote commercial development that enhances the City's economic base and provides jobs for its residents.
2. Cluster commercial development, and support the development of specialty clusters of related and mutually-supportive commercial activities in appropriate locations by means of specific plans, mixed use developments and planned developments.
3. Discourage linear commercial development of shallow depth along streets or highways when it can be shown that it impairs traffic flow or detracts from the aesthetic enjoyment of the surroundings, or if it can be demonstrated that equally effective services can be provided in an alternative configuration.
4. Develop demand estimates for commercial land relative to population patterns.
5. Establish procedures for site plan review to ensure that commercial developments meet locational and development standards that ensure compatibility with adjacent land uses and community character.

6. Promote the development of attractive, well-planned new commercial facilities by adopting development standards such as the following.
  - a. minimum building setbacks
  - b. specific sign criteria
  - c. undergrounding of utilities
  - d. screening of all loading, storage, trash and parking areas from public view or incompatible land uses
  - e. minimum landscaping/irrigation requirements
  - f. adequate off-street parking
  - g. provision of small car, motorcycle and bicycle parking racks
  - h. adequate off-street parking and provisions for the handicapped, including preferential parking spaces
  - i. lighting requirements

**Goal LU-2** Encourage a harmonious mix of residential, commercial and industrial land uses which will generate sufficient tax revenues to pay the costs of maintaining the desired levels of services and adequate infrastructure facilities.

**Policy**

- A. Because the City wants to promote and provide safe, attractive, varied residential areas convenient to public facilities, employment and shopping centers, the following actions shall be implemented.

**Actions**

1. Require that the design and siting of new residential development meet locational and development standards that ensure compatibility with adjacent land uses and community character.
2. Allow varied approaches to residential development in order to foster a variety of housing types and densities and more efficient use of the land.
3. Adopt regulations encouraging innovative residential development. Continue to use the Planned Development process to permit flexible design and siting standards such as setbacks, yards and building relationships. Promote clustering as a means of achieving more efficient housing construction and providing larger areas of usable common open space. Establish a system to award density bonuses in return for special design, infrastructure improvements, extra amenities, usable open space or other developer efforts.

4. Encourage actions that strengthen the community identity by supporting the rehabilitation of older structures, the adoption of urban design guidelines and the establishment of architectural themes consistent with existing development.
5. Provide additional signalized intersections where traffic volumes warrant.
6. Promote the use of public transit through the placement of benches for public use and through the designation of bus pullout locations in commercial areas.

**Goal LU-3** Promote opportunities for commercial and industrial development along the I-10 corridor, and encourage development of other centers of commercial development within the City.

#### **Policies**

- A. Because the City wants to promote commercial and industrial development in order to expand its employment and tax bases, the following actions shall be implemented.

#### **Actions**

1. Protect land areas best suited for commercial and industrial activity by virtue of their location and other criteria from residential and other incompatible uses.
2. Develop information and data bases on commercial and industrial land uses, trends, employment and production. Monitor changes in the location of industrial lands and demand for such lands. Identify opportunities and constraints for new commercial or industrial development.
3. Identify and recommend for adoption an incentive program to encourage industrial/commercial development which would produce jobs and reduce the need for certain types of infrastructure or services.
4. Ensure that commercial and industrial developments meet locational and development standards that ensure their compatibility with adjacent uses and community character.
5. Establish special performance standards for industrial uses to control industrial odors, air pollution, noise pollution, vibrations, dust, hours of operation, exterior storage and other nuisances.



- B. Because San Bernardino County, including Yucaipa, has been identified as having a negative jobs/housing balance (meaning a greater level of housing opportunities than employment opportunities), the City will develop a priority application process for commercial and industrial development that would improve the area's jobs/housing balance.

**Goal LU-4** Distribute land use designations in such a way as to minimize the demand for energy consumption and maximize the effectiveness of energy consumed.

**Policies**

- A. Concentrate higher density residential land uses close to employment and commercial centers to help reduce the use of energy.
- B. Provide for additional commercial and employment opportunities within the City to maintain a better jobs/housing balance and reduce the number of vehicle trips made out of the City for employment purposes.

**Goal LU-5** Determine the provision of residential density consistent with topographic constraints to reduce landform alteration in hillside areas.

**Policies**

- A. Implement and update, according to this General Plan, the Hillside Development Ordinance currently in effect within the City.
- B. Designate land uses consistent with the land's natural suitability and minimize conflict with the natural environment.

**Goal LU-6** Promote a plan which will revitalize the upper Yucaipa business area.

**Policy**

- A. Establish a full range of land uses to meet community needs. A balance of commercial, professional, administrative, governmental, residential, open space, and public service uses should be provided through Land Use regulations, the Capital Improvement Budget and other mechanisms.

**Goal LU-7** Encourage the enhancement of the "rural atmosphere" of Yucaipa by retaining the opportunity to raise and keep animals.

**Policies**

- A. The keeping of horses in residential subdivisions, where such use is permitted by the Development Code, may be reasonably regulated by CC&Rs, but shall not be prohibited.

- B. Promote and preserve the rural setting in designated areas of the community. This may be accomplished by identifying and maintaining specific areas for low density residential or agricultural uses and by establishing development standards that enhance the rural character within identified areas.

**Goal LU-8** Promote the maintenance and viability of existing mobile home parks through the establishment of appropriate zoning and development standards.

**Policy**

- A. Adopt a Mobile Home Park Overlay District to establish mobile homes as the primary permitted land use.

**Goal LU-9** Locate new development so that the economic strength derived from agricultural, mineral and other natural resources is preserved.

**Policies**

- A. Prime agricultural lands must be protected from the adverse affects of urban encroachment, particularly increased erosion and sedimentation, trespass, and non-agricultural land development.

**Action**

- 1. Areas of prime agriculture lands supporting commercially viable and valuable agriculture shall not be developed to urban intensity prior to the supply of non-productive areas being exhausted.
- B. Because specific soil conditions pose a constraint to various developments, the City shall require the following action.

**Action**

- 1. Areas where soils represent a constraint to development shall be identified. Development of areas where percolation restrictions apply, as designated by the Regional Water Quality Control Boards, will be coordinated and evaluated by the City and County Department of Environmental Health Services.
- C. Because the development of mineral resources occurs in diverse areas, where geologic, topographic, climatic, biological and social conditions differ significantly, the City shall implement the following actions.

**Actions**

- 1. Adopt policies and procedures that allow for the permitting, mining and processing of mineral resources by developing land use planning and standard criteria for the establishment and management of mineral resource areas and mining operations.

2. Require mining operations to have approved Mining/Reclamation Plans in compliance with the Public Resources Code, the Surface Mining and Reclamation Act of 1975, the State Administrative Code--Natural Resources: Mining and Geology, the State Mining and Geology Board, and the City's General Plan and Development Code prior to the start of operations.
  3. Require the development of mining operations to be established so that adverse environmental effects are prevented or minimized and mined lands are reclaimable to a usable condition which is readily adaptable for alternate land uses.
  4. Ensure that the protection and conservation of minerals are encouraged, while giving consideration to values relating to recreation, watershed, wildlife, range, forage, aesthetic enjoyment and development.
  5. Ensure that residual hazards to public health and safety are eliminated.
  6. Ensure that the development of the mining project minimizes and manages its impacts to a well-planned, defined area.
  7. Require proposed mining operations to provide a plan of operation that incorporates good mining practices, engineered designs and a mine life forecast.
  8. Require proposed mining operations to provide a plan for reclamation of the site that incorporates methods of compliance monitoring, assurance, and maintenance of the plan.
- D. Because agricultural uses are valuable, the City shall encourage the retention of productive, commercially-viable agricultural land and discourage the premature or unnecessary conversion of agricultural land to nonagricultural uses through the implementation of the following actions.

#### **Actions**

1. Preservation of land supporting viable agricultural operations will be considered an integral portion of the Open Space and Conservation Element of this General Plan when reviewing development proposals.

2. Utilize the provisions of the Williamson Act to further the preservation of commercially viable agricultural open space.
3. Establish minimum parcel sizes of 10 acres for prime and 40 acres for non-prime agricultural land, and encourage the consolidation of undersized parcels through the use of land use districts.
4. Support property and estate tax relief measures which assess long-term agriculture at farm use value.
5. Support the reduction and elimination of special district boundaries in agricultural areas where urban services are not planned.
6. Provide flexibility for individual farmers to convert their land to alternative uses at their current locations by periodically reevaluating agricultural areas on the General Plan.
7. Within commercially viable agricultural areas, encourage only land uses which are compatible with agriculture.
8. Consider the availability and financing of public services and utilities in any decision to convert an area from agricultural to non-agricultural uses. This information should be documented in special study reports.
9. Establish necessary buffers between agricultural and other uses.
10. Provide information on viable alternative crops through the Agricultural Extension Service and other resources.
11. If the need arises, encourage the relocation of agricultural operations within the City rather than to areas outside the City.
12. Provide improved agriculture-related services in agricultural areas.
13. Designate agricultural preserve overlay districts on the Land Use Map.
14. Encourage adequate, inexpensive water distribution systems and water conservation for agricultural lands through the following measures.



- a. Support the continuation of the water price differential between agricultural and urban uses where water conservation measures are employed.
  - b. Support the use of certain non-potable water sources for agricultural purposes (e.g., some treated wastewater can be used for agriculture).
- 15. Encourage the agricultural use of commercially productive agricultural lands.
- 16. Fund detailed consultant studies of the following joint public/private financing options for infrastructure improvements in productive agricultural areas, especially flood control, utilizing the results of the 205J and River Basin Studies.
  - a. Assessment District Acts of 1911, 1913 and 1915
  - b. Communities Facilities District
  - c. PL-566 Project Monies and Soil Conservation Service
  - d. City General Fund
  - e. Land Development Drainage Fees
  - f. Other Bonding Sources
  - g. Not-for-Profit Corporation
- 17. Coordinate a capital improvement policy program/plan that directs development into existing urbanized sections of the City and away from agriculture.
- 18. Utilize regional planning agency programs/funding (SCAG and SANBAG) for the protection of agriculture and the direction of growth.
- E. Because agriculture involves the disturbance of surface features via tilling and other mechanisms, also resulting in erosion, fugitive dust and the scarring of the landscape, these consequences for unnecessary nuisance and visual impact can be reduced through the implementation of the following actions.

#### **Actions**

- 1. Support the efforts of the Soil Conservation Service, and seek their input when reviewing agricultural operations to assure the best soils management practices are implemented.

2. Utilize easements and other conveyances for developments which propose to locate proximate to agricultural operations in order to minimize future nuisance complaints.
- G. Because agricultural activities tend to be larger in terms of acreage to remain economically viable, and the creation of parcels results in creating road networks which discourage agriculture, larger parcel sizes are to be encouraged.

**Action**

1. The minimum parcel size for agricultural districts within the City shall be 10 acres.

**Goal LU-10** Coordinate land use decisions with other jurisdictions to prevent conflicts and address regional issues.

**Policies**

- A. Review the master plans and/or general plans of all these agencies and incorporate any and all policies that are applicable and appropriate into the City's General Plan.
- B. Solicit comments from related agencies that control land in the City on projects which are proposed within their areas.

**Actions**

1. Develop a procedure to ensure that the City refers major planning and land use proposals to all affected jurisdictions for review, comment and recommendation.
  2. Designate SANBAG as the City/County growth management forum concerning regional issues, and continue working toward a consensus with surrounding counties through SCAG and SCAQMD.
- C. Continuously integrate new data on man-made resources into land use and overlay maps, and continuously review land use proposals.







## **A. Introduction**

The purpose of these guidelines is to implement the goals outlined in Section II below and to respect the distinct planning areas identified in the planning process. These areas are the Central Core area, North Bench, Dunlap Acres and Wildwood Canyon. See **Exhibit II-3, Planning Areas**, in the Land Use Element, Section II.

## **B. Categories for Design Guidelines**

The existing land uses within the City can best be summarized as a diversity of land uses throughout with a very low percentage of commercial and an even lower percentage of industrial development typical for a City of this size, as well as an unusually large proportion of mobile home parks. The industrial and commercial areas have been developed in strips as opposed to centers or nodes of development. Commercial areas are also characterized by a large number of vacant storefronts or buildings which are in need of refurbishing and/or maintenance.

Residential development is characterized by the diversity and patchwork of vacant lots adjacent to older homes on long, narrow lots next to multi-family, attached development or new tract development. These residential areas are interspersed with mobile home parks. Residential areas, particularly in the North Bench area and Dunlap Acres, as well as in some portions of the Central Core area, include the raising and keeping of a variety of animals. There are also a number of chicken ranches which are a distinct facet of agricultural land uses in Yucaipa. Except for a few pockets in each area of the City and in Wildwood Canyon, the key characteristic is the diversity and the lack of any definite pattern of development. There are also an unusually large number of churches sprinkled throughout the City. Another major component is the natural open space areas, parks and agricultural areas of the City containing approximately 63% of the total City area. Of this, a large portion is committed for development including the approved and proposed Tentative Tract Maps and/or Preliminary Development Plans.

An important influence on future development and planning for the City includes major ownership patterns and areas currently proposed for development. Some of these development proposals would ultimately involve annexation since a portion of the ownership and planning proposals are outside the existing City limits. These areas affect a major portion of the City's undeveloped lands and are a major factor in the consideration of land use alternatives and commitments currently being made by the City regarding land use such as the Chapman Heights development, which has been approved by the City. Other proposed development areas have not yet been approved and others are at the tentative tract map stage; however, each will influence the options available to these areas and impact adjacent parcels not yet counted as proposed for development.

The City is comprised of several distinct neighborhoods, each with its own unique environmental and physical character. Based on numerous field trips, the evaluation of aerial photos and topography and the assessment of existing land use patterns, as well as interviews with private citizens and City staff, it has been determined that the City is generally made up of four distinct planning areas. These areas include the rural area of

Wildwood to the southeast with its existing development and unique canyons and hills highlighted by a significant number of oak trees and natural vegetation. To the north is the area known as North Bench, consisting of a variety of housing from mobile homes to large estate lots which facilitate the raising and keeping of all types of animals from dogs and horses to llamas and ostriches. The older and central portion of the City is referred to as the "Central Core" and contains the City's main commercial development and City offices, as well as a diverse range of residential development, including multi-family, mobile homes, tract homes, single-family homes on large lots, attached homes and estates with the raising and keeping of animals. This area is characterized by the most intense and diverse development within the City. The eastern portion of the "Central Core" area has a distinct identity as well. This area is sometimes referred to as "upper Yucaipa" and is distinguished from the "Central Core" area by its hilly terrain and minimal development. To the west is the area known as Dunlap Acres, a portion containing the low land areas of the City at the lower end of Oak Glen Creek. Dunlap Acres is characterized by strip commercial and more industrial development along the freeway and Yucaipa Boulevard and single-family residential development on large narrow lots, as well as some mobile homes. This area also includes the raising and keeping of animals.

Commercial acreage exists along the freeway, Yucaipa Boulevard and California with smaller areas along County Line and Bryant. A small amount of industrial is constructed along the freeway, while a large lot residential district is shown for Wildwood Canyon and the eastern portion of North Bench. The rural residential designation covers the eastern portion of the City and areas along Oak Glen and Yucaipa Creeks. Planned residential is indicated for Chapman Heights and the western portion of North Bench. Large agricultural areas are shown for the area southwest of the freeway and in the eastern portion of North Bench. A RM designation covers the area of the Central Core between Bryant Street and 7th Street from Yucaipa Boulevard to County Line. There is also a small segment of RM along Yucaipa Boulevard near the freeway. This designation allows for a density of up to eight dwelling units per acre with a Planned Residential Development. An institutional designation covers the Crafton Hills College. The Regional Park and school sites are located throughout the City. The balance of the residential districts range from 7,200 square feet lots to 20,000 square foot lots and some up to one acre with the rural residential designation containing large lots from 2.5 acres to 10 acres and are dispersed throughout the City.

The citizens and property owners of Yucaipa responded to a questionnaire prior to the development of this General Plan. The results of this questionnaire will guide the approach to urban design based on the following findings. Community identity and design were rated as important to the citizens of Yucaipa, although they judged the existing quality of these elements to be less than desired. Housing density and quality were also rated as important, but were judged to be below the desired level at present. Over half of the respondents preferred ranch-style architecture, followed by modern, Victorian, Mediterranean and English Tudor, in that order. More people favored a landscape theme over an architectural theme for the City, and there was strong support for preserving significant ridgelines and prohibiting development on steep slopes. The most positive aspect of Yucaipa is its rural, "small town" atmosphere and its view to the



hills, open space and trees. Most respondents considered the negative aspects of the City to be the lack of controlled growth, the "hodge-podge" of development and the rundown nature of some of the commercial and residential areas. Urban design aspects which need work, according to the citizens and property owners of Yucaipa, include the provision of more open space, parks and trees and measures for the beautification of the City.

The City should review existing ordinances affecting the following areas to assure that they meet the goals and objectives of this Element. Where none are available, ordinances and policies should be created and implemented to achieve these goals and objectives.

For definitions of the terms used in this section, see the City's Hillside Development Ordinance.

## **1. Hillside Development**

The City Council of the City of Yucaipa has found that a need exists to control and manage development upon hillsides and ridgelines in order to preserve, protect and maintain significant geologic, aesthetic and environmental values which contribute to the community's image and character.

It is the purpose and intent of this section to accomplish the following objectives.

- Preserve and protect the views to and from hillside areas in order to maintain the identity, image and environmental quality of the City of Yucaipa.
- Maintain an environmental equilibrium consistent with the native vegetation, animal life, geology, slopes and drainage patterns.
- Facilitate hillside/ridgeline preservation through appropriate development standards and guidelines for hillside areas. Provide direction and encourage development which is sensitive to the unique characteristics common to hillside properties which include, but are not limited to, slopes, landform, vegetation, habitat and scenic quality.
- Ensure that development in the hillside areas shall be concentrated in those areas with the least environmental impact and shall be designed to fit the existing landform.
- Preserve significant features of the natural topography, including swales, canyons, knolls, ridgelines and rock outcrops. Development may necessarily affect natural features, for example, by roads crossing ridgelines. Therefore, a major design criterion shall be the minimization of such impacts.
- Provide a safe means of ingress and egress for vehicular and pedestrian traffic to and within hillside areas, with minimum disturbance to the natural terrain.
- Correlate intensity of development with the steepness of terrain in order to minimize grading, removal of vegetation, land instability and fire hazards.
- On hillsides, provide alternative approaches to conventional flat land development practices by achieving land use patterns and intensities that are consistent with the natural characteristics of hill areas such as slopes, landform, vegetation and scenic quality.

- Encourage the planning, design and development of home sites that provide maximum safety with respect to fire hazards, exposure to geological and geotechnical hazards, drainage, erosion and siltation, and materials of construction. Provide the best use of natural terrain, and prohibit development that will create or increase the possibility of fire, flood, slide or other safety hazards to the public health, safety and welfare.

## **2. RM (Multiple Residential) Development**

The purpose of the Multiple Residential (RM) District is to provide quality development guidelines for multiple unit residential development within the City of Yucaipa. The RM District shall be applied in the City in all residential land use districts where the residential designation is preceded by the RM designations. The RM District shall be designated by the letters "RM" on the City of Yucaipa Official Land Use and/or Zoning Map.

## **3. Mobilehome Parks**

The purpose of this section is to provide regulations for the location, design and improvement of mobilehome parks, including provisions for recreation areas for children.

## **4. Commercial, Office and Industrial Development**

### **a. Commercial and Office Development**

Nothing is more immediately apparent to the eye when entering an urban setting than the quality and design of commercial development. It is often the first perceived sign of a community's integrity, character and economic vitality. Moreover, the condition of commercial land uses is generally a physical snapshot used by future potential commercial developers. Equally important are the office facilities in which to house the businesses and corporations so vital to the City's economic health. With this in mind, the City of Yucaipa recognizes the need to formulate design criteria that promote and guide future commercial and office development.

The City of Yucaipa finds that the development of office and business space is desirable and beneficial and should be encouraged to provide a widened employment base and services for businesses and residents. Yucaipa further finds that the demand for medical support office development is increasing and deserves special consideration in terms of site and building design, parking and access requirements to adequately plan for the orderly and sequential development of the community.

### **b. Rural Commercial**

For commercial areas within North Bench and Wildwood, the emphasis shall be on a rural, commercial-type development, constructed of natural materials such as wood and river rock, and consisting of a style of architecture which emphasizes the ranch, western style. Uses such as ranch markets, fruit stands and those associated with a rural lifestyle (feed and tack stores, for example) shall be encouraged. In addition, those



commercial areas will adhere to all the applicable design standards contained in section 1 above.

**c. Industrial Development**

The City of Yucaipa recognizes the need to expand the industrial base of the City and encourages both large and small-scale industrial development to locate within the City. Yucaipa has adopted a Development Code with flexible industrial standards which assists industry in establishing operations in the City. Furthermore, a significant amount of property is currently zoned for industrial or manufacturing uses and is available for development.

To ensure that land use conflicts are minimized and that long-term interests for industrial projects are maintained, the guidelines contained in this section have been adopted. It is in the best interest of the City and local existing and future industry to protect adjacent residential development from significant impact. Furthermore, the City proposes to promote public safety and property values through adherence to proper design principles.

New industrial and manufacturing projects should be designed to meet the needs of employees, adjacent property owners and business people, while protecting and enhancing the investment made by the business owner. In addition to the general goals and objectives of this Element, these guidelines should meet the following goals.

- Encourage long-term investment in the community.
- Protect adjacent property from negative impacts.
- Promote an area's long-term economic viability by prohibiting unnecessary visual nuisances which might degrade the appearance of a site.

**5. Single Family Residential Development and Planned Development**

The single family residential areas identified for the four distinct areas within Yucaipa generally reflect a character and emphasis intended for residential development. The RL zone, which provides for the raising and keeping of animals, as well as for greater separation and setbacks between homes is predominantly located within the North Bench and Wildwood areas. The RL zone also occurs within the hillside and steeper slope portion of the eastern section of the Central Core area and the eastern section of Dunlap Acres.

In addition to the goals stated in Section II of this Element, the following are objectives for single-family residential development in Yucaipa.

- Achieve compatibility with existing adjacent subdivisions in terms of lot size and configuration.
- Accomplish positive results in drainage solutions and avoid exacerbation of any existing flooding problems.

- Promote safe and aesthetically pleasing subdivision designs which include curvilinear streets, cul-de-sacs and street hierarchies to reduce neighborhood noise and increase safety and privacy.
- Establish open areas and provide multi-use trail linkages to capitalize on existing facilities.

It is the purpose of this type of development to promote a more efficient use of the land and to create a more desirable and affordable living environment by providing greater design flexibility than would be possible through the strict application of standard development regulations required by a land use district.

## 6. Landscape Guidelines

The City of Yucaipa has prepared these guidelines to support the General Plan goal of encouraging attractive, identifiable neighborhoods while balancing aesthetic considerations for new development with the need to promote water conservation. The City wishes to improve the appearance of future commercial, industrial and residential projects and to avoid landscape deficiencies in future development. Therefore, the following guidelines have been adopted for the landscape installation in new development projects.

### a. General Requirements

- i. Setback areas should include landscape installations as suggested by each section of this document.
- ii. All parking lots should be provided with pockets for trees. Landscape plans should be designed to provide reasonable shade for the parking lot.
- iii. Buildings should be provided with proper landscape screening. Landscape cutouts and pockets should generally be provided along building walls, at building corners or other highly visible locations around buildings.
- iv. All plant and tree materials should be verifiably appropriate for the local climate and soil conditions. (Yucaipa is located within Zone #18 in the Sunset Western Garden Guide.) Considerations should be given to drought resistance, water requirements, adaptability to wind, longevity and ease of maintenance.
- v. Plants with invasive root systems (cottonwood or ash, for example) should be installed away from hardscape improvements, provided with root barriers or avoided.
- vi. A general attempt should be made to utilize plant palettes and design plans which serve to promote energy and water conservation.
- vii. Irrigation systems should generally avoid spray methods of irrigation where bubbler or drip systems are feasible. Lines shall be placed underground.
- viii. Landscape plans should be designed by licensed professionals as required by the State Business and Professions Code.
- ix. Landscape Designers should avoid using designs or schemes which require typical or high water use. Attention should be given to the

provision of substantive landscape features which are appropriate to the relatively dry Mediterranean climate of Yucaipa.

- x. On-site native vegetation should be incorporated into site or landscape plans whenever feasible if on-site vegetation can be utilized in an attractive manner. However, care should be taken to avoid the use of highly-flammable plant material adjacent to structures.
- xi. Parking lots should be screened from living areas or public viewsheds by using berming in conjunction with low walls and/or shrub massing.
- xii. Irrigation control equipment in public rights-of-ways should be enclosed in locked cages and screened from view.
- xiii. Builders/developers should extend landscaping beyond the property line to the curb or sidewalk.
- xiv. Where feasible, natural vegetation should be allowed to re-establish itself.
- xv. Slope plantings should be designed to provide both immediate erosion control and long-term vegetation cover in order to soften the man-made appearance of the slopes and to blend with adjacent natural slopes.
- xvi. Proper fuel modification should be performed in conjunction with the Fire Warden of the California Department of Forestry and Fire in areas near natural vegetation to reduce the risk of fire. An effort should be made to create smooth transitions between areas completely cleared of plant material and undisturbed natural vegetation.
- xvii. In addition to the construction of perimeter walls, "dead space" between walls and sidewalks should be landscaped and irrigated.
- xviii. Administrative maintenance mechanisms should be set up for these "dead space" areas, as well as for common landscape areas, recreation facilities, slope planting and fuel modification areas.

b. Water Conservation

Turf is generally discouraged, except in project recreation areas or key visual focal points. Bubbler irrigation systems (bubbler in perforated, gravel-filled, pipe below grade) will allow efficient deep watering for trees and shrubs. Spray irrigation should be reserved for ground cover-massed areas or turf. Shrub and ground cover areas should be covered with mulch to improve the water-holding capacity of the soil. Vegetation with low-water requirements should generally be utilized. Future possibilities for the use of reclaimed water should be explored and utilized when feasible. Water management programs should be implemented in order to match water supplies and needs as closely as possible.

c. Maintenance Considerations

- i Irrigation lines should generally be buried. Only temporary irrigation lines and large 2:1 slope area irrigation lines may be placed above ground. Permanent irrigation should be placed underground to the depth recommended by the licensed



- professional in charge of the project.
- ii. Drip irrigation systems in public rights-of-ways and easements should only be utilized when it can be demonstrated that maintenance (clogging, etc.) problems can be avoided.
  - iii. Controller equipment should be secured in locked boxes and placed in an inconspicuous manner.
  - iv. Encroachment permits for work to be done in public rights-of-way or adjacent property should always be obtained as early as possible.
  - v. The use of defoliants or herbicides should be avoided where possible.
  - v. Bonds should be posted for all work to be performed in public rights-of-ways or common open space areas. Bond reductions should occur at project completion. Bond releases should be postponed for a period of one year to ensure the successful operation of equipment and the adoption of landscape materials. This provision shall only apply to the installations for which the City will assume maintenance responsibilities.
  - vi. Root barriers should be considered for any tree species whose roots are considered invasive or where any tree specimen is planted in proximity to hardscape elements.
  - vii. Trees should be double-staked, at a minimum.
- d. Material Size and Spacing
- i. Shrubs should be a minimum size of one gallon, unless it can be demonstrated that smaller plant material can provide sufficient growth within a reasonable amount of time.
  - ii. Trees should generally be a minimum of 1.5-inch caliper and 15 gallons in size. Important focal points in landscape plans (entryways, recreation centers, etc.) may require larger specimen trees, but these areas will be reviewed on a case-by-case basis. Trees should be properly secured with stakes and/or tie-downs for wind protection.
  - iii. Spacing requirements should remain flexible, but should accomplish the following.
    - (a) Wide planter areas should be planted in triangulated fashion to enrich the scene and extend the perceived depth of the design.
    - (b) Building faces should be softened by tree installation over a reasonable period of time.
    - (c) Parking lots should be well shaded in the summer. A tree well should be provide for every twelve or fewer spaces, depending on the growth rate and ultimate size of the trees.
    - (d) Trees should be grouped in a natural fashion. Over-planting is discouraged in order to minimize the use of water and maintenance costs.
    - (e) Plant material should be strategically located in order to enhance and preserve view opportunities.



- (f) Buffer areas between potentially conflicting uses should be well planted with large shrubs and quickly growing evergreen trees. The intent should be focused on buffering and aesthetic treatment.
- (g) Recreational areas should have defined open play areas. Trees should be grouped to provide shade and passive recreational areas. Tree sizes should be substantial enough at installation to discourage the breakage of main trunks and limbs.

e. Scenic Highway Treatment

There are four main circulation corridors in the City of Yucaipa which are existing or potential scenic highways. They are Yucaipa Boulevard, Bryant Street, Oak Glen Road and Avenue F/Wildwood Canyon Road. The landscape treatment along these main thoroughfares can do much to strengthen their status and enhance the character of the City, with its striking backdrop of mountains. These streets should be developed with an easily identifiable and consistent pattern of landscaping.

- i. Yucaipa Boulevard should be enhanced with a more formal pattern of street trees in keeping with its role as the main street for the downtown Central Core area. Suggested theme trees for Yucaipa Boulevard include Chinese Pistache, Holly Oak and Crape Myrtle, chosen for their tolerance of smog, heat and drought and their attractive form which enhances the mountain backdrop of the City. These trees have been established as the theme trees for Yucaipa Boulevard in conjunction with the Beautification Committee as part of this Element. Medians and parkways should be planted with a combination of trees, shrubs, ground covers and turf. Seasonal flower beds, street furniture and decorative lighting should be encouraged at important intersections. The hardscape and softscape elements should reinforce and become a unifying element for the City as a whole.
- ii. Bryant Street should be enhanced in a similar, but less intensive fashion than Yucaipa Boulevard. This is in keeping with its status as the main north/south access between the downtown area and outlying residential and rural areas.
- iii. Oak Glen Road has been designated as having a 20-foot expanded parkway to assist in the incorporation of design elements which reinforce the road's status as the gateway to the apple-growing tourist destination of Oak Glen. These design elements should include deciduous flowering, tree massings, evergreen backdrop trees in windrows, split-rail fencing and appropriate informational signage and hardscape feature with a rustic theme.

- iv. Avenue F/Wildwood Canyon already has a scenic highway designation on the Wildwood Canyon portion, which is characterized by mature native oaks and sycamores. This should be extended along Avenue F to include the concept of a roadway shaded under the canopy of large, randomly-spaced, native trees. Turf should be used in the parkways and medians sparingly or not at all.
- f. **Planning Area Character**

The character of each of the four planning areas in the City--Central Core, Dunlap Acres, North Bench and Wildwood--should be enhanced through the application of landscape design tailored for each area. In addition, the City of Yucaipa should be unified through the use of evergreen trees at important intersections, City gateways, public facilities, monuments and points of interest. Evergreens are already a well-represented feature of the landscape, having been planted in all parts of the City throughout its history.

  - i. The Central Core area is the most intensively used area of the City, and the landscape treatment here should reflect this condition. Landscape features should be arranged in more formal patterns than elsewhere in the City. Hardscape elements should also be more refined and more apparent. Design elements appropriate to this area include a variety of distinctive street trees, decorative lighting, enhanced paving, flowering accents and the generous use of evergreens to help set the theme for the rest of the City and frame the City's picturesque mountain backdrop. Traditional plant material such as the cedars, Texas Umbrella, fruit trees, Date Palms, California Pepper, Eucalyptus and Juniper which have been established in the older areas of the Central Core area should be preserved whenever possible and reinforced with similar plantings.
  - ii. Dunlap Acres should receive landscape treatments to enhance the rural village character of the area. Appropriate design elements include deciduous flowering trees, evergreen windrows, split-rail fencing and plantation-type tree massings. Large spreading canopy street trees should be used extensively to establish unity in the residential areas where a wide variety of architectural treatments prevail.
  - iii. North Bench is an area of large, estate-type residential use. This is compatible with the transitional landscape theme for the area. The transitional concept attempts to create a zone between the naturally landscaped mountains north and east of the City and the more domesticated landscapes of the Central Core and Dunlap Acres. Design elements in the North Bench area should include flowering deciduous trees and vertical coniferous evergreens, as well as rustic

fencing and hardscape, but with a distinctly untamed, naturalistic appearance.

- iv. Wildwood Canyon has a strong existing natural scenic quality which should be enhanced and reinforced with naturalistic landscaping. Oaks, sycamore, native shrubs and ground covers and rock outcroppings are appropriate for this area. Man-made elements should be rustic in appearance and kept to a minimum.

## **C. Urban Design Goals, Policies and Actions**

The following General Plan goals for the Urban Design Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

**Goal UD-1** Create a positive visual appearance of development through the application of creative design standards.

### **Policies**

- A. Require all subdivisions of 100 lots or greater to utilize the Planned Development applications process.

#### **Action**

1. Refine and update the City's Development Code to include requirements for Planned Development, and develop a specific checklist of theme elements for individual communities.

- B. Require all multi-family developments to be consistent with Planned Residential Development Overlay District standards.

#### **Action**

1. Provide a specific planning review step to assure consistency with the City Development Code and Guidelines.

- C. Require all commercial/office complex developments to implement master sign plans.

#### **Action**

1. Establish specific review procedures and ordinance refinement to implement master sign plans.

- D. Encourage the use of distinctive architectural and landscape features consistent with the design themes for each Planning Area.

#### **Actions**

1. Require the Planning Commission to determine the consistency of architecture, landscape and site design proposals for each of the planning areas.
2. Establish specific architectural and landscape themes by planning area.

- E. Require compliance with Hillside/Ridgeline Grading Standards for all hillside/ridgeline developments.

#### **Action**

1. The Planning Commission shall review and refine implementation and strategy for Hillside/Ridgeline Grading Standards, including procedures for review, identification of significant ridgelines, processing and final inspection once the project is completed.



- F. Because innovative housing design and construction techniques may reduce the cost of housing without sacrificing quality, the following action programs shall be implemented or pursued.
1. Continue to utilize Planned Development density bonus and density transfer provisions as described in the Development Code to allow creation of lot sizes less than that normally required by residential land use districts.
  2. Utilize minimum residential construction standards for conventional and manufactured housing on individual lots, and allow for temporary dependent housing.
  3. Adopt energy efficient design and siting guidelines that are responsive to local climatic conditions and to revisions in State law.
  4. Continue to designate Planned Development (PD) land use districts where design constraints (such as slope instability or flooding) have been identified. PD classifications will encourage efficient land development by requiring the project to be reviewed by Planning staff through the planned development application process.
  5. Establish criteria for housing designs that are compatible with and blend into the natural environment while minimizing potential adverse environmental impacts.
  6. Amend the Development Code to require new residential units of less than 2,000 square feet to provide enclosed storage areas.

**Goal UD-2** Promote overall efforts to upgrade the visual appearance of the City.

**Policies**

- A. Aggressively enforce City Code requirements regarding abandoned vehicles and outdoor storage.

**Action**

1. Determine timeframes and a methodology for inspection of the City for the location of vehicles and outdoor storage which do not meet the City requirements.

- B. Aggressively enforce City Code requirements regarding weed abatement.

**Action**

1. Establish regular review times, especially during the growing seasons, for identifying areas requiring weed abatement, and update review and procedures for implementing weed abatement.

- C. Aggressively enforce City Code requirements regarding abandoned advertising structures.

- D. Require appropriate landscaping/screening for all new developments.

**Action**

1. Establish landscape and screening themes by planning areas.

- E. Develop and implement landscape architectural guidelines for scenic highways.

**Action**

1. In conjunction with the Beautification Committee, establish precise trees, plant material and architectural recommendations to be incorporated into the development code.

- F. Establish landscaping standards for all new development that discourages vandalism and graffiti.

**Action**

1. Establish specific palettes that would discourage vandalism, including landscape and materials for walls and fences.

- G. Encourage and coordinate the conversion of overhead utility lines to underground lines.

**Actions**

1. Prioritize and identify areas which are most critical to the City to underground
2. Determine alternative methodologies for financing, either through an Assessment District or through developer contributions.

**Goal UD-3** Respect the unique character of existing individual neighborhoods.

**Policies**

- A. The keeping of horses in residential subdivisions where such use is permitted may be reasonably regulated by CC&Rs, but shall not be prohibited.
- B. Provide appropriate design guidelines for the development of vacant areas in each Planning Area.
- C. Incorporate appropriate design guidelines within the redevelopment of existing commercial areas.

**Action**

1. Establish specific themes for architecture, landscape and site planning.

- D. Require all future developments to provide visual representations of proposed development, including sections, elevations, perspectives, and in some cases, through computer modeling of proposed project areas overlaid onto existing photos of the site.

**Actions**

- 1. For key areas of the City, establish specific criteria for visual representation involving setback and height limitations, landscape and architectural themes.
- 2. Establish key view vistas within the City for major arterial roads, and prioritize those vistas as to type of treatment and preservation of views which should take place.

**Goal UD-4** Promote design guidelines which are sensitive to the environmental features of the City, respecting major ridgelines, natural drainage and "bench" areas, steep hillsides and oak woodlands.

**Policies**

- A. Regulate the development of hillsides and ridgelines by the implementation of sensitive development standards.
- B. Require an increasing percentage of natural open space as topography increases in slope.

**Action**

- 1. Review and refine requirements for open space in the current City ordinance.
- C. Develop and implement a Heritage Tree Preservation Ordinance.

**Action**

- 1. In conjunction with the Beautification Committee, establish specific tree preservation priorities.
- D. Mandate Department of Fish and Game approval for all streambed alterations.

**Action**

- 1. Establish a master plan for streambed priorities and distinction of treatment by planning areas.
- E. Encourage the use of "soft bottom" channels wherever practical.

**Action**

- 1. Identify priorities for the location of "soft bottom" channels and distinctive treatment by planning areas.









## A. Introduction

### 1. Statutory Authority

Sections 65580 through 65589 of the Government Code of the State of California contain the legislative mandate for the Housing Element of the General Plan. The legislation requires that each city provide a detailed program to address the housing needs of its current residents and provide housing for its fair share of expected regional growth. Specifically, the requirement is as follows: "The Housing Element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies and quantified objectives and scheduled programs for the preservation, improvement and development of housing. The Housing Element shall identify adequate sites for housing, factory-built housing and mobilehomes and shall make adequate provision for the existing and projected needs of all economic segments of the community."

The requirements of state law pertaining to the content of the Housing Element are more detailed than those for any other state-mandated element. The Housing Element is also the only element that must be reviewed by a state agency for completeness and compliance with state law prior to its adoption by the City Council. **Table IV-1**, below, lists the requirements of state law and identifies the section of this element where the relevant discussion can be found.

**Table IV-1**  
**State Law Requirements for Housing Element**

Section of Government Code	Section of Housing Element
<u>Section 65583</u>	
Needs Assessment and Inventory of Constraints and Resources	II
Population and Employment Trends	II-A
Household and Housing Stock Characteristics	II-C and II-D
Land Inventory and Analysis of Infrastructure	II-E
Governmental Constraints	II-F
Non-Governmental Constraints	II-G
Special Housing Needs	II-H
Energy Conservation	II-I
Statement of Goals, Quantified Objectives and Policies	III
Five-Year Housing Plan	IV
Adequate Sites	IV-A
Assist Development of Affordable Housing	IV-B
Remove Governmental Constraints	IV-C
Conserve Existing Housing Stock	IV-D
Promote Equal Access to Housing	IV-E
Public Participation	I-C
<u>Section 65584</u>	
Regional Housing Allocation Model (SCAG)	V

## 2. Relationship to Other Elements

The Land Use and Transportation Elements of this General Plan will particularly effect the implementation of this Housing Element. The Land Use Element designates land for residential development and establishes permitted densities and intensity of development. The Transportation Element establishes policies for providing essential circulation networks for all housing that is developed. The policies contained in other elements of this General Plan will affect the quality of life that residents of Yucaipa enjoy--the amount and variety of open space, the protection of natural, cultural and historic resources, acceptable noise levels in residential areas and programs to ensure the safety of residents in the event of a natural or man-made disaster. The other elements of this General Plan have been consulted in the preparation of this element, and the policies and programs in this element reflect the policy direction of this General Plan as a whole.

## 3. Public Participation

The City of Yucaipa encourages citizen input on all housing policy decisions. Regularly scheduled review of some programs is a legal requirement. The Federal Community Development Block Grant (CDBG), one of the major sources of funding for housing programs, is subject to annual review and public hearing, as is the redevelopment program. Other individual programs are subject to review from time to time as changes in policy and implementation guidelines necessitate.

During the preparation of this General Plan, public input has been actively encouraged. At the beginning of the General Plan process, citizens were invited to fill out a survey which covered topics such as traffic conditions, density, community character, public services, household size, employment trends and income, as well as the citizens' goals and objectives for the City. Three (3) Town Hall Meetings were held on May 23, 1991, July 25, 1991 and September 26, 1991, and publicly-noticed study sessions were held before the Planning Commission and the City Council. Public hearings will be held before the Planning Commission and City Council from June 17, 1992 through the end of September, 1992.

## 4. Quantified Objectives

According to the 1990 Housing Element of the San Bernardino County General Plan, the Draft 1988 Regional Housing Needs Assessment, prepared by the Southern California Association of Governments (SCAG), has identified the following fair share allocations for the unincorporated San Bernardino County area as follows.

<u>Projected Housing Needs*</u>	<u>Dwelling Units</u>
Very Low Income	5,438
Low Income	8,256
Moderate Income	6,268
Upper Income	11,774
<hr/>	
Projected Total by 1994	31,736
Projected Need between January 1988 and July 1989**	10,711

\* includes figures for the recently-incorporated Town of Apple Valley

\*\* includes figures for the recently-incorporated cities of Highland, Hesperia and Twentynine Palms



The City of Yucaipa was incorporated in 1989, and its population was estimated to be 7% of the unincorporated County total at that time; therefore, the City is responsible for 7% of the unincorporated County area as follows. (This data is based on the Department of Finance's Population Research Unit's estimates for 1988 populations. It should be noted that the following table reflects Yucaipa's 7% share of each housing category, but it is based on SCAG's 1988 Regional Housing Needs Assessment, and does not reflect an adjustment for highly-impacted localities, which would be warranted, based on the large percentage of affordable housing currently existing in Yucaipa.)

<u>Projected Housing Needs</u>	<u>Dwelling Units</u>
Very Low Income	384
Low Income	578
Moderate Income	439
High Income	825
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Projected Total by 1994	2,225

Thirteen (13) dwelling units have been identified by the San Bernardino County Department of Environmental Health Services (DEHS) as currently in need of repairs to bring them into compliance with health codes. Twelve (12) additional unit have been identified as substandard, but these have been either razed or rehabilitated.

The Housing Authority of San Bernardino, a non-county agency affiliated with H.U.D., has earmarked \$325,000 for housing rehabilitation in the City of Yucaipa by 1995. This money is to be used in the refurbishment of four homes and five apartment units. All 13 units identified in Yucipa as substandard are targeted for rehabilitation by 1995.

## B. Housing Needs/Resources and Constraints

### 1. Existing and Projected Population and Employment Trends

#### a. Existing Population

According to the California Department of Finance's Demographic Research Unit, as of January 1, 1992, the City of Yucaipa had a total population of 35,424, a household population (i.e., those persons living in occupied housing units or households) of 35,107 and a group quarters population (i.e., those persons living in non-households such as nursing homes, school dormitories or military barracks) of 317. Group quarters population plus household population equals total population.

The 1990 census shows a population of 32,824 persons for Yucaipa--15,436 of which are male and 17,388 are female. This population consists of 9,055 families, with 27,072 persons in these families, for an average of 2.99 persons per family. Statistics on the population for Yucaipa are broken down by race, marital status and age in the following chart.

Race*		Marital Status		Age	
White	30,403	Never Married	4,384	under 1 yr	390
Black	172	Now Married	15,687	1-5 yrs	2,331
American Indian	289	Separated	515	6-11 yrs	2,763
Eskimo	4	Widowed	3,069	12-15 yrs	1,678
Aleut	6	Divorced	12,413	16-20 yrs	1,852
Chinese	51			21-24 yrs	1,276
Filipino	99			25-29 yrs	2,073
Japanese	50			30-34 yrs	2,444
Asian Indian	23			35-39 yrs	2,308
Korean	45			40-44 yrs	1,977
Vietnamese	6			45-49 yrs	1,706
Other Asian	26			50-54 yrs	1,332
Hawaiian	5			55-59 yrs	1,353
Samoan	1			60-64 yrs	1,449
Guamanian	3			65-69 yrs	1,835
Other Race	1,627			70-74 yrs	1,780
				75-79 yrs	1,813
				80-84 yrs	1,376
				85 and over	1,088

\*Persons of Hispanic origin are included in the above breakdown. For a further breakdown which separates out those of Hispanic origin, see the table below.

Race	Number of Persons
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Not of Hispanic Origin	29,215
Hispanic Origin	3,609
Mexican	3,061
Puerto Rican	52
Cuban	19
Other Hispanic	477

b. Historical and Projected Population

Based on the 1980 Yucaipa Valley Community Plan's population estimates derived from the number of new buildings completed since the 1975 census, the San Bernardino County Planning Department projected that Yucaipa's population would increase from 26,377 to 29,678 in 1985. The estimated increase of 3,300 residents was expected to result in the addition of approximately 1,500 new dwellings based on the average family size per household in Yucaipa. The projected population increase for 1991-1996 is 7,341 persons and 6,960 for the years 1997-2001.

c. Employment Trends

The number of jobs currently available within the City of Yucaipa is estimated at between 6,800 and 7,000. The number of jobs is considered to be on a slightly upward trend in conjunction with housing and commercial development. Employment opportunities in the agricultural and construction categories are expected to continue the downward trend of the past years, while service industry jobs are expected to continue to increase.

d. Income

According to 1990 census information obtained from the California State Census Data Center, the per capita income for 1989 in Yucaipa was \$14,131, while the median household income was estimated at \$27,182. The number of persons determined to be below the poverty level in 1989 was 2,460. It should be noted that the 75+ age group contained the highest percentage of persons below the poverty level (482 of 4,178 or 11.5%), while the overall percentage was 7.6%. Household income in Yucaipa in 1989 breaks down as follows.

Income Level	Number of Households
\$0 - \$4,999	544
\$5,000 - \$9,999	1,757
\$10,000 - \$12,499	920
\$12,500 - \$14,999	636
\$15,000 - \$17,499	692
\$17,500 - \$19,999	609
\$20,000 - \$22,499	547
\$22,500 - \$24,999	556
\$25,000 - \$27,499	460
\$27,500 - \$29,999	430
\$30,000 - \$32,499	569
\$32,500 - \$34,999	524
\$35,000 - \$37,499	466
\$37,500 - \$39,999	302
\$40,000 - \$42,499	457
\$42,500 - \$44,999	234
\$45,000 - \$47,499	383
\$47,500 - \$49,999	319
\$50,000 - \$54,999	622
\$55,000 - \$59,999	371
\$60,000 - \$74,999	938
\$75,000 - \$99,999	602
\$100,000 - \$124,999	161
\$125,000 - \$149,999	84
\$150,000 or more	142
Median Income	\$27,182
Mean Income	\$34,377

The following is a breakdown of housing costs as percentages of income for various income levels.

#### Owner-Occupied Housing Units

Income	Percentage of Household Income					not computed
	0-19%	20-24%	25-29%	30-34%	35%+	
less than \$10,000	76	44	79	33	234	63
\$10,000 - \$19,999	350	142	53	46	149	0
\$20,000 - \$34,999	653	148	64	177	227	0
\$35,000 - \$49,999	462	314	210	225	170	0
\$50,000 or more	1,313	460	346	123	89	0
Total Units	2,854	1,108	752	604	878	63



## Renter-Occupied Housing Units

Income	Percentage of Household Income					not computed
	0-19%	20-24%	25-29%	30-34%	35%+	
less than \$10,000	12	0	9	8	646	61
\$10,000 - \$19,999	47	101	60	44	399	47
\$20,000 - \$34,999	161	221	181	176	161	73
\$35,000 - \$49,999	216	146	10	10	0	13
\$50,000 or more	215	24	0	13	0	9
<hr/>						
Total Units	651	492	260	251	1,206	203

### 2. Existing and Projected Housing for All Income Levels

According to the California Department of Finance's Demographic Research Unit, as of January 1, 1992, the City of Yucaipa had a total of 14,690 housing units, 5.29% of which were vacant. This percentage is figured by calculating the difference between total and occupied housing units, divided by total housing units and displayed as a percentage. Existing housing breaks down into the following types, according to the 1990 census.

Single Family	9,289
Multi-Family	1,069
Mobilehomes	4,331
Skilled Nursing Facilities	9
Rest Homes	5

According to the 1990 census, the vacant units break down as follows.

For Rent	271
For Sale	332
Rented or Sold (not occupied)	120
For Seasonal, Recreational or Occasional Use	43
For Migrant Workers	1
Other Vacant Units	190

Of the specified vacant units, 268 are specified as being for rent, 160 for sale. Duration of vacancy statuses is as follows.

For Rent		For Sale		All Others	
<hr/>					
< 2 months	105	< 2 months	83	< 2 months	140
2-6 months	106	2-6 months	156	2 to 6 months	85
6+ months	60	6+ months	93	6+ months	129

According to the Yucaipa Joint Unified School District, the forecast of the 10-year build out of subdivisions within the City limits for the period October 18, 1991 to October 17, 2001 is as follows. (There are currently (1990-91) 170 units, with a total of 4,767 units to be developed.)

1991-92	. .	268	1996-97	. .	643
1992-93	. .	271	1997-98	. .	515
1993-94	. .	448	1998-99	. .	472
1994-95	. .	748	1999-2000	. .	350
1995-96	. .	712	2000-2001	. .	340

### 3. Household Characteristics

#### a. Housing Costs

##### i. Units For Rent

According to the 1990 census, contract rent for renter-occupied housing units falls into the following range.

<\$100	12	\$100 to \$149	37
\$150 to \$199	96	\$200 to \$249	169
\$250 to \$299	183	\$300 to \$349	239
\$350 to \$399	339	\$400 to \$449	357
\$450 to \$499	389	\$500 to \$549	337
\$550 to \$599	193	\$600 to \$649	149
\$650 to \$699	143	\$700 to \$749	67
\$750 to \$999	146	\$1,000 or more	25
no cash rent	137		

##### ii. Units For Sale

According to the 1990 census, the total value of owner-occupied housing in Yucaipa was \$868,924,000. The median value of owner-occupied housing was \$123,900. Listed below are the values of owner-occupied housing in the City.

<\$15,000	22	\$15,000 to \$19,999	13
\$20,000 to \$24,999	12	\$25,000 to \$29,999	11
\$30,000 to \$34,999	15	\$35,000 to \$39,999	19
\$40,000 to \$44,999	24	\$45,000 to \$49,999	27
\$50,000 to \$59,999	85	\$60,000 to \$74,999	353
\$75,000 to \$99,999	1,452	\$100,000 to \$124,999	1,115
\$125,000 to \$149,999	1,086	\$150,000 to \$174,999	740
\$175,000 to \$199,999	400	\$200,000 to \$249,999	364
\$250,000 to \$299,999	223	\$300,000 to \$399,999	167
\$400,000 to \$499,999	39	\$500,000 or more	31

iii. Mobilehomes

The average monthly space rental for both rental and owner-occupied mobile homes is \$212 per month.

b. Age of Housing Stock

The following is a breakdown of the age of housing stock in the City based on the 1990 census.

Year Structure Built	Number of Units
1989 to March 1990	682
1985 to 1988	841
1980 to 1984	740
1970 to 1979	3,755
1960 to 1969	4,253
1950 to 1959	2,409
1940 to 1949	982
1939 or earlier	614

Median Year: 1967

4. Population Characteristics

According to the California Department of Finance's Demographic Research Unit, as of January 1, 1992, the City of Yucaipa averages 2.524 persons per household. This number is calculated by dividing the household population by the number of occupied housing units.

According to the 1990 census, there are 911 households with one or more non-relatives and 12,408 households with no non-relatives. Of these households, 9,055 are family households and 4,264 are non-family households, which break down as follows.

Family Households		Non-Family Households	
2 persons	4,432	1 person	3,804
3 persons	1,713	2 persons	388
4 persons	1,682	3 persons	45
5 persons	766	4 person	15
6 persons	278	5 persons	8
7+ persons	184	6 persons	2
		7+ persons	1

According to the census, persons per unit break down as follows.

1 person	3,804	5 persons	774
2 persons	4,820	6 persons	280
3 persons	1,758	7+ persons	186
4 persons	1,697	avg persons/unit	- 2.44



**5. Inventory of Land Suitable for Residential Development**

Based on the official LandUse Plan, 5,594 acres of vacant and 1,740 acres of underdeveloped land are anticipated in the City within all residential land use areas. There is thus sufficient capacity to accommodate the 2,225 households projected by the SCAG Regional Housing Needs Assessment, especially since the City considers any residentially-zoned property to be potentially suitable for affordable housing, including emergency shelters and transitional housing.

**6. Government Controls on Housing Provisions**

Constraints on housing construction and development stem from a variety of factors, including City land use controls and state and federal regulations. Land use controls (General Plan designations and zoning) constrain housing development by limiting the areas where housing may be built and by limiting the density of all development.

Other possible constraining factors include building codes, particularly noise insulation, energy conservation and disabled accessibility requirements which may increase construction costs and ultimately increase housing prices. Both on and off-site improvement requirements such as streets, sidewalks, utility undergrounding, sewers, storm drains and landscaping may also increase the cost of development. City and school district fees and exactions and permit processing fees, if exorbitant, may also constrain housing construction. However, Yucaipa's fees are not significantly higher than those of surrounding jurisdictions and should not present a constraint.

**7. Non-Governmental Constraints**

Non-governmental factors such as market mechanisms, interest rates, other loan costs, land prices, construction costs and material costs may also constrain housing production. Most notably, as interest rates increase, both construction costs and home purchase prices rise. Similarly, increases in land costs or construction costs will increase the cost of housing which is developed, unless more units can be built on the same site. Dwellings which minimize energy requirements for occupancy may create added costs due to extra insulation, passive solar systems, etc. Higher costs are passed on to the consumer, reducing the number of households who can afford to buy or rent in Yucaipa.

**8. Special Housing Needs**

Within Yucaipa's general population, some residents have special housing requirements. These residents are the disabled, the elderly, single-parent families and the homeless. Disabled residents require modified housing facilities, such as wider doors, ramps rather than stairs, elevators for units with two or more stories and modified kitchens and bathrooms. It is estimated that approximately 15% of the work age population (ages 16 to 64) have a disability which hinders their working or mobility. (Disability status also includes mental illness, emphysema and other disabilities.) According to the 1990 census, 2,123 men and 2,913 women over the age of 16 have a work disability or self-care limitation. The majority--1,180 of the men and 1,783 of the women--are 65 years and older.



The elderly are a small but growing portion of Yucaipa households. In 1990, according to the U.S. Census, 2,633 households were headed by persons over 65. The elderly are frequently on fixed incomes and may not have the resources or the physical ability to make needed repairs to their homes.

The number of single-parent households in Yucaipa is rising. These households are likely to have special needs for safe housing near day care and recreational facilities, with access to public transportation. Households with female heads are especially likely to need assistance because women continue to earn less on average than men. According to the 1990 census, 1,100 households in Yucaipa are headed by women, which is 8.25% of the total households. Approximately 64% of these are households with children.

According to Reverend George Rosemeir at the Yucaipa United Methodist Church Homeless Services and to Amy Casil at Family Services in Redlands, Yucaipa experiences more of a problem with transients--individuals who are frequently evicted from their homes and roam from place to place--than with homeless persons. This is due in part to the perception that Yucaipa has an abundance of very inexpensive housing and inexpensive hotels.

Based on a letter of June 11, 1992 from Amy Sterling Casil, Executive Director of Family Service Association of Redlands, the City of Yucaipa is estimated to have between 25 to 35 families monthly which are a part of the homeless population. The ethnic background for May is an example consisting of 21 white, 2 hispanic and zero blacks.

At least 2 motels in Yucaipa cater to these people -- the Yu-Cal Motel and the Hilltop Motel. There is also a motel on the outskirts of Yucaipa, the Vincent St. George Motel which offers extremely low rates and living conditions to match. Other places of residence or congregation of these homeless families include the Yucaipa Regional Park, where there are always at least one or more such families renting camping space, and not for recreational purposes, as well as at the Calimesa Rest Stop on I-10.

Yucaipa does not appear to have a significant population of homeless single adult males or females. These types of individuals tend to gravitate toward larger cities or at least toward institutions which assist them, such as the Veterans Administration Hospital in Loma Linda. There are many more of these individuals in the City of San Bernardino proper, as they have access there to daily soup kitchen meals and are also close to facilities they use, such as the County Department of Mental Health, San Bernardino County Hospital, the Social Security Department and the Welfare Department. Yucaipa is essentially hostile to these people and the ones who do gravitate to the community are probably from Redlands and are certainly transient between the two communities.

Suggested services include: The Yucaipa Counseling Clinic of RYGCA. There is an emergency assistance agency in Yucaipa, the Yucaipa family Assistance of Yucaipa Valley Welfare. This agency provides assistance only to people

receiving Welfare and Food Stamps, not people who have recently lost jobs or who are low-income working people. Assistance provided through this agency is available at the Yucaipa Sheriff's station, led by Hilary Metcalf. There is also a program tied to the Bethany Outreach of the Bethlehem House shelter for battered women and children.

For the purposes of homelessness and serious needs, the Family Service Association of Redlands does provide extensive services to Yucaipa residents. They also have formerly homeless families who move into permanent housing in the Yucaipa area, and these families continue to be helped by this agency. It is possible that an outreach office of the agency or Home Again Project could be set up in Yucaipa to provide services to Yucaipa residents. Other items for Yucaipa to work on include solving some of their transportation problems for both the elderly and the low-income and/or homeless residents, which would help these people get to the services they require.

**9. Energy Conservation with Residential Development**

Rising energy costs increase the costs of construction and maintenance of housing units. While construction activities use gas and electricity for the operation of equipment and facilities, the actual occupancy of a housing unit uses an even greater amount. Reducing the need for energy will have long-term effects in expenditure and environmental resources. Opportunities for conservation that may be taken advantage of during construction include the use of energy-efficient equipment and building orientation, design (glazing, facade materials, insulation, etc.) and landscaping which takes full advantage of climatic and site characteristics.

**10. Analysis of Existing Assisted-Housing Development**

Currently within the City there exists a 51-unit apartment project funded by the Housing Authority of San Bernardino County. This is a State, County and Federal project. Further, the City of Yucaipa provides rental assistance to mobilehome residents. Also, 20% of the tax increment received by the Redevelopment Agency must be used for the construction, preservation and/or renovation of affordable housing within the City.

## C. Five-Year Housing Program

### 1. Identification of Adequate Housing Sites

Based on the land use plan, the amounts of vacant and underdeveloped land available for housing development in the City are as shown on **Table II-3**, the Land Use Plan Statistical Chart, in the Land Use Element, Section II.

### 2. Adequate Housing Development to Meet the Needs of Low and Moderate-Income Households

The City of Yucaipa has a disproportionate amount of affordable housing, given the number of apartments, mobile homes and other low-rent structures. For instance, the existing housing stock is as follows.

Single Family	9,289
Multi-Family	1,069
Mobilehomes	4,331

The amount of fair-share housing Yucaipa is required to provide is as follows.

<u>Projected Housing Needs</u>	<u>Dwelling Units</u>
Very Low Income	384
Low Income	578
Moderate Income	439
High Income	825

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Projected Total by 1994	2,225
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These facts should be taken into consideration when determining the amount of affordable housing the City should provide.

### 3. Removal of Governmental Constraints

The City of Yucaipa is concerned with minimizing governmental and nongovernmental fees, regulations and other practices which discourage housing production and reduce the affordability of those units which are produced. City fees are reasonable in relation to City costs and add only a minor amount to the overall cost of housing production. Further, all affordable housing proposals may be granted a 25% reduction in fees or allowed a 25% increase in density.

Building code requirements which mandate additional insulation for energy conservation and noise attenuation may increase the cost of the unit in the short run, but these costs are recovered in lower heating and air conditioning costs over the life of the structure.

Permit processing is generally not a constraint, as long as the proposed project is consistent with the General Plan and zoning. Projects which involve a change in City policy as reflected in the General Plan, however, require careful and therefore longer review.



The City has designated sufficient land for residential use to accommodate the growth projected by SCAG for the five-year life of this element and for the next several decades. However, the majority of this land is designated for low density development. Most of the land designated for multiple-family development is currently developed but the Land Use Plan allows for the development of 2,492 additional multiple-family dwelling units. There is a need to develop programs to protect existing resources and encourage the innovative use of land designated for multiple family development in order to ensure a variety of housing types and prices.

Local government cannot influence interest rates or land and construction costs directly. However, the City can lessen their impact through such programs as site acquisition (land banking) and subsidized financing.

**4. Conservation and Improvement of Existing Affordable Housing**

Programs and guidelines shall be implemented for the conservation and improvement of existing affordable housing within the City of Yucaipa, especially for the conservation and improvement of mobilehome parks in the City. For instance, 20% of the tax increment received by the Redevelopment Agency must be used for the construction, preservation and/or renovation of affordable housing within the City.

**5. Promotion of Housing Opportunities for All Persons**

The City of Yucaipa is concerned with three issues of housing accessibility-physical accessibility to housing for those who are disabled; discriminatory practices which limit the range of housing options for minority, disabled and single-parent households; ensuring that all residents are informed and invited to participate in the housing policy decisions of the community.

Many new housing developments are not constructed so that they are easily accessible to the handicapped. Further, a substantial number of minorities are located in the older, central portion of the City, indicating a need to continue to educate property owners, apartment managers and others involved in the sale or lease of housing of their fair housing rights and responsibilities. The City provides outreach, education and counseling for residents and property owners and the enforcement of federal and state fair housing laws through a contract with the Inland Mediation Board (IMB), a nonprofit, fair housing counseling agency. In addition, the City publishes and posts notices about the availability of fair housing services and the requirements of fair housing laws periodically so that residents will be aware of their rights and responsibilities.

**6. Preservation of Lower Income-Assisted Housing**

The preservation of lower income-assisted housing has to do with the physical preservation of existing housing stock, the maintenance of neighborhoods and the enhancement of positive neighborhood characteristics. Most of Yucaipa's current housing stock was built between 1950 and 1980. Only 9% of Yucaipa's housing was built after 1980. However, almost 16% of Yucaipa's housing was built prior



to 1950. As the housing stock continues to age, homes with structural and cosmetic maintenance problems will become more frequent. In addition, many of the people who own older homes are elderly; senior citizens on fixed incomes may not be able physically to make repairs or to afford professional help. The necessity for housing maintenance and rehabilitation programs facilitating proper maintenance will continue to increase as both the population and the housing stock grow older.

Neighborhood preservation involves the maintenance of the neighborhood's residential qualities. This includes minimizing the intrusion of commercial and industrial use and associated traffic and noise and the provision and maintenance of public facilities. Public facility safety features such as sidewalks, street lights and wheelchair ramps are lacking or are in disrepair in some Yucaipa neighborhoods. In order to maintain residential aesthetic qualities, public facilities construction and maintenance programs are necessary to encourage neighborhood cohesion.

Neighborhood preservation should also focus on the residents who call the neighborhood their home. Since the mid-1960s, Yucaipa's land and housing values have increased a great deal. Home prices and rental cost increases may price current residents out of the neighborhood as the cost becomes more than the residents can afford. Children of Yucaipa families may not be able to afford to continue to live in the area. In order to ensure that current residents will be able to remain in the City, this element includes policies which encourage the production of affordable housing and ensure that affordable units are preserved.

## **D. Housing Goals, Policies and Actions**

The following General Plan goals for the Housing Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

**Goal H-1**      Promote the development and maintenance of structurally sound, sanitary, attractive and affordable housing and living environments for all economic segments of society.

### **Policies**

#### **A.      Property Maintenance**

Require all property owners to maintain their property in a clean, safe and attractive condition in order to protect the community from the adverse effects of blighting conditions.

### **Actions**

1.      Utilize Section 17299 of the California Revenue and Taxation Code as a health and safety code enforcement tool for rental units.
2.      Inspect rental units in conjunction with the Rent Supplement program. Integrate this service with the Housing Authority to ensure that subsidized rentals meet Code requirements.
3.      Conduct periodic multi-family rental unit inspections to ensure safe and sanitary living conditions.
4.      Provide low interest loans or grants from Yucaipa Redevelopment Agency housing set-aside funds.

#### **B.      Seniors Housing**

Encourage the development of seniors housing throughout the City.

### **Actions**

1.      Continue to allow for bonus densities or other optional incentives to senior citizens' housing and housing accessible to disabled persons.
2.      Provide low interest loans or grants from Yucaipa Redevelopment Agency housing set-aside funds.

C.     **Housing the Homeless**

Assist those agencies providing services to homeless people in Yucaipa to develop both emergency shelters and transitional housing opportunities with the ultimate goal of returning these people to the housing market on a permanent, self-sufficient basis. Because the potential presence of a homeless population is contrary to the City's goal of a "suitable living environment" for each resident, the following action programs shall be implemented.

**Actions**

1.     Quantify the homeless population within the City on an annual basis. Since this issue is multi-jurisdictional and given the nature of the homeless population, coordination with the County and other cities is necessary in achieving an accurate count.
2.     Establish better communication between the City and County departments that provide services and resources to the homeless to facilitate a coordinated effort in solving this problem.
3.     Based on the quantity and distribution of the homeless population, determine the additional need for emergency shelters and transitional housing opportunities.
4.     Determine the type of unit and the price range for the City in order to facilitate the provision of affordable long term housing opportunities for the very low and low-income segments of the population.
5.     Amend the Additional Use section of the Development Code to allow emergency and transitional shelters in any zone with conditional use permit, and concurrently develop the appropriate locational and design standards for such uses.
6.     Include, within the annual State of Housing Report, the progress made in the previous year towards addressing the homeless issue within the City.
7.     Continue to allow for temporary dependent housing.

D.     **Accessibility**

Ensure that all new residential development is at least site-accessible to the handicapped. Enforce the requirements of State law regarding modification of multiple family housing developments to accommodate the disabled.

**Action**

1. Give priority to low-interest rehabilitation loans for multi-family development where at least 10% of the units are specifically designed for accessibility by the physically disabled.

- E. Because property maintenance is desirable and can be promoted through information, training, and health and safety code enforcement programs, the following action programs shall be implemented.

**Actions**

1. Continue the voluntary occupancy inspection program available to prospective buyers of residential property, and increase public awareness of this program.
  2. Inform all owners of residential units cited for health and safety violations of resources available for structure rehabilitation.
  3. Participate in the information services of the County's Housing Authority and Department of Economic and Community Development, one function of which is to provide outreach, counseling and information on fair housing and landlord-tenant laws and housing assistance programs.
  4. Adopt, use and update the County Rehabilitation Guide for inspection of existing renter and owner-occupied dwelling units to allow economical and safe rehabilitation of housing.
- F. Countywide the housing needs of all economic segments of the population are not currently served by the housing market. The City shall, as appropriate, participate in the following voluntary incentives, strategies and action programs to be implemented

**Actions**

1. Continue to promote the use of the Housing Incentive Program (HIP). HIP provides a density bonus of up to 25% of the densities shown on the Official Land Use Map for projects in which units are reserved for, and affordable to, low income households (as defined in Government Code Section 65915). HIP also provides for density bonuses of up to 100% for qualifying senior citizen projects. These are projects sponsored, owned and operated by either a non-profit corporation and/or a governmental entity for which



100% of the units are reserved for qualifying senior citizen residents as defined in Section 51.2 of the California Civil Code and which meet the locational and design criteria described in the HIP.

2. Annually update the HIP data currently used to determine sales price or rental rates for each income group such that it reflects regional differences.
3. Explore the feasibility of allowing incentives other than bonus density programs to encourage affordable residential development on infill properties throughout the City.
4. Explore all feasible methods to ensure that HIP-supplied dwelling units are affordable to very-low and low-income households for initial and subsequent sales and unneeded rentals.
5. Implement the Housing Incentive Program to allow bonus densities or other optional incentives to developers who agree to provide at least 33% of their total dwelling units in a condominium conversion project to low and moderate-income families.
6. Implement the Housing Incentive Program such that it would encourage the phasing of affordable housing in large planned unit developments when the General Plan bonus density program has been implemented.
7. Utilize and expand all appropriate Federal and State assisted housing programs, the Housing Element's five-year housing programs and the Housing Assistance Program (HAP).
8. Use local notes and bonds, at an amount to be determined by HAP and the County Department of Economic and Community Development, for the construction of new affordable rental units.
9. Continue home purchase assistance to current and prospective homeowners under low interest rate programs, administered by CHFA and FHA according to the Five-Year Housing Plan.
10. Use federal and state funding programs to assist mobile home purchase and rental.
11. Identify and use surplus public land to assist in the provision of housing that is affordable to lower income groups.

12. Provide information and assistance to help relocate displaced individuals, including former residents of units converted from renter to owner occupancy status.
  13. Continue to implement housing programs, procedures and documents, including but not limited to the following.
    - a. Section 8 programs
    - b. Section 202
    - c. Section 502
    - d. Repair Service Program
    - e. Rehabilitation Loan Programs
    - f. Insulation and Weatherization Program
    - g. Scattered Site Public Housing
    - h. Fair Housing Education and Counseling Programs
    - i. Revenue Bond Financing for New Construction
    - j. Mobile Home Purchase and Rental Assistance
    - k. 213 Review Process
    - l. Housing Assistance Plan
  14. Provide low interest loans or grants from Yucaipa Redevelopment Agency housing set-aside funds.
- G. Because it is necessary for the City to provide a variety of housing opportunities in an affordable price range commensurate with the population and income classification of the City, the following action programs shall be implemented.

#### **Actions**

1. Recognize the fair share allocations as targets for the equitable distribution of affordable housing among the cities and counties of Southern California.
2. Use the Housing Assistance Plan as a guide to identifying the existing inventory as well as proposed locations for affordable housing.
3. Require that planning area studies recognize and encourage affordable housing units commensurate with identified housing needs.
4. Provide low interest loans or grants from Yucaipa Redevelopment Agency housing set-aside funds.
5. Investigate the feasibility of tracking the cost of new homes, utilizing current documents and systems within the Planning Department, in order to determine if the housing needs of all economic segments are being met.

6. Include, within the annual State of Housing Report, the progress made in the previous year towards rehabilitating substandard units for occupation by low-to-moderate income households and the progress made in reaching fair share allocation goals.
- H. Because of the various lifestyles and population characteristics of the City's residents, a variety and balance of housing types and densities shall be provided through the implementation of the following actions.
- Actions**
1. Amend the Development Code to require that all new specific plan studies provide housing types and densities commensurate with demonstrated lifestyles, projected needs, and population characteristics of the City.
  2. Adopt a Mobile Home Park Overlay District to preserve the large number of affordable mobile homes currently available in the City.
- I. Continue to favor the following methods of housing development and design.
- Minimum lot sizes of 7,200 square feet for single family residential development
  - Single family dwelling units
  - Mobile home parks
  - Multiple family dwelling units
  - Temporary dependent housing
  - Shared senior housing

**Goal H-2** Develop efficient and well-coordinated housing programs relevant to the City that meet the intent of all applicable State and Federal laws.

**Policies**

- A. **Commercial Intrusion**  
Prohibit the intrusion of commercial or industrial uses or support facilities (including parking lots) into residential neighborhoods.
- B. **Infill Housing**  
In order to maintain the style and character of existing neighborhoods while accommodating expected growth, encourage the development of infill housing in areas where the zoning permits.

### **Actions**

1. Adopt a clear definition of the "Infill Housing" category with measurable parameters.
2. Explore the feasibility of allowing incentives other than bonus density programs to encourage residential development on infill properties.
3. Explore the feasibility of expanding the supply of commercially and industrially zoned land for those areas where residential land uses are underutilized.
4. Identify areas of the City where urban infill is appropriate, and encourage their development through the use of various incentives.

### **C. Fair Housing**

Support local and regional agencies who provide education to the public, developers and realtors on their fair housing rights and responsibilities. Take appropriate legal action to eliminate discrimination in the sale or rental of housing in Yucaipa due to race, color, creed, national origin, age, sex, marital status or physical handicap.

### **Action**

1. Promote the information services of the Housing Authority and the County Department of Economic and Community Development, one function of which is to provide outreach, counseling and information on fair housing, landlord-tenant laws and housing assistance programs.

- D. Because it is desirable to prevent discrimination in housing, the following action programs shall be implemented.

### **Actions**

1. Fund fair housing education and counseling programs that promote anti-discrimination laws regarding purchased or rented dwelling units.
2. Give priority to low interest rehabilitation loans for multi-family developments where at least 10% of the units are specifically designed for accessibility by the physically disabled.

- E. Because it is desirable to monitor the housing programs to ensure coordination between the numerous responsible agencies and to track the success of the various housing programs, the following action programs shall be implemented.



### **Actions**

1. Prepare annual housing status reports on the state of housing in the City of Yucaipa for review and adoption by the City Council on or before the second Monday in July.
2. Annually prepare and file Grantee Performance Reports with the Federal Department of Housing and Urban Developments.
3. Investigate and foster appropriate sources of funding for implementation of the Housing Element's actions and programs.

**Goal H-3**      Develop a balance between housing and employment opportunities for all residents.

### **Policies**

#### **A. Multiple Use District**

Encourage the development of housing adjacent to commercial development in the downtown area in order to provide appropriate housing for residents such as senior citizens, single-parent families and the disabled who want or need easy access to services and businesses.

### **Actions**

1. Amend the Development Code to allow for the replacement of legal, non-conforming housing destroyed by catastrophe.
  2. Continue to utilize Planned Development density bonus provisions as described in the Development Code.
  3. Provide the County Economic and Community Development Department (ECD) with data in a summarized, readily-usable format that identifies areas within the City where housing is most available. This data will assist the ECD in promoting the economic viability of the City to potential commercial and industrial employers.
  4. Maintain a liaison with the ECD to provide ongoing updates of housing availability assessments for use by potential employers.
- B.** Because it is desirable to achieve a job-housing balance which will further local and regional goals of improved air quality and traffic mobility, industrial and commercial development shall be targeted for areas of the City that have adequate housing supply, and the following action program shall be implemented.

### **Action**

1. Facilitate a job/housing balance with the objective of a ratio of 1.20 jobs to 1 dwelling unit, and direct the Community Development Department to develop the necessary implementation strategies and procedures.

**Goal H-4**      Develop sufficient infrastructure and services to accommodate existing and planned residential development.

### **Policies**

#### **A.      Public Facilities**

Continue to upgrade the appearance and functioning of older residential areas, including the construction of drainage improvements and sidewalks with wheel chair ramps, the installation of street lights, institutional public transit benches and landscaping (street trees) and the provision of community parks and recreation facilities.

### **Actions**

1. Adopt an energy ordinance that would identify alternative designs and techniques for minimizing energy costs, and promote these designs and techniques through land use regulations.
2. Identify areas of insufficient housing where infrastructure is found to be the cause. Target these areas for infrastructure planning.
3. Throughout the City, study infrastructure development alternatives that would facilitate residential development.

- B. Because it is desirable to limit adverse impacts on existing infrastructure and promote the maintenance of aging infrastructure, residential development shall be encouraged in areas where the infrastructure is underutilized through the following actions programs.

### **Actions**

1. Identify areas of underutilized and aging infrastructure, and investigate alternative financing mechanisms.
2. Explore the feasibility of determining specific criteria and guidelines for residential development in areas of underutilized and aging infrastructure.
3. Establish an ongoing program which will facilitate local review of the 1990 census data.

4. Identify areas of the City where urban infill is appropriate, and encourage their development through the use of various incentives.

**Goal H-5** Identify housing needs, resources and constraints and housing sites for low and moderate-income households.

**Policies**

- A. Apartment and Mobilehome Conversions  
Limit the conversion of existing affordable housing (apartments and mobilehomes) to ensure that current residents are not displaced or the housing stock reduced.

**Actions**

1. Adopt a Mobilehome Park Overlay District to establish mobilehomes as the primary permitted land use.
  2. Continue to implement the standards and criteria adopted for the location of mobilehomes on individual lots.
  3. Provide information and assistance to help relocate displaced individuals, including former residents of units converted from renter to owner-occupancy status.
  4. Use the HIP as a guide to identify the existing inventory of, as well as proposed locations for affordable housing.
- B. Disperse Affordable Housing  
Disperse affordable housing in small (four or fewer units) projects throughout the community so that residents do not suffer the stigma attached to public housing.

**Action**

1. Amend the HIP so that it will encourage the phasing of affordable housing in large, planned-unit developments when the General Plan bonus density program has been implemented.

**Goal H-6** Remove governmental constraints to aid in the provision of low and moderate-income housing.

**Policies**

- A. Unit Affordability  
Ensure that rental and purchase units constructed with City, State or Federal assistance remain affordable for at least as long as the subsidy is in effect.

**Actions**

1. Continue to promote the use of the Housing Incentive Program (HIP).
2. Amend the HIP to allow for bonus densities or other optional incentives to housing accessible to disabled persons.
3. Use Federal and State funding programs to assist mobilehome purchase and rental.
4. Identify and use surplus public land to assist in the provision of housing that is affordable to lower-income housing groups.
5. Investigate and foster appropriate sources of funding for the implementation of the Housing Element's actions and programs.
6. Annually prepare and file Grantee Performance Reports with the Federal Department of Housing and Urban Development.

**B. Flexible Development Standards**

Continue to use the Specific Plan process and Planned Development District to permit flexible housing design where such projects result in attractive, affordable housing.

**Actions**

1. Develop and adopt a special processing procedure for affordable housing projects with five (5) to 19 dwelling units which use General Plan bonus density programs.
2. Further refine and adopt energy-efficient design and siting guidelines that are responsive to local climatic conditions and to revisions of State law.
3. Establish guidelines for subdivision designs for small-lot subdivisions that are compatible with and blend into the natural environment and its resources, while minimizing potential adverse environmental impacts.
4. Continue to utilize Planned Development density bonus provisions as described in the Development Code.



- C. **Streamline Permit Processing**  
Streamline development review procedures to reduce the confusion which developers experience in getting their projects approved and the time required for proposal review.

**Action**

1. Develop a Master Environmental Assessment to facilitate the environmental review of housing projects in the City.

- D. **Minimize Processing Fees**  
Minimize the fees charged affordable residential development for permit processing, consistent with sound fiscal practice.

**Action**

1. Review the costs associated with permit processing, and evaluate the feasibility of waiving full cost recovery on Housing Incentive Program applications.

- E. **Priority Processing**  
Give priority in development proposal review to projects which include housing affordable to lower income households or designed to meet the needs of Yucaipa households (senior citizens, the disabled, the homeless and single-parent households).

**Actions**

1. Continue to give priority to permit processing, developer contracts and fee waivers for lower-income housing project proposals.
2. Grant priority in permit processing for Housing Incentive Program applications.

- F. **Land Use Information**  
Maintain an up-to-date, computerized land use information and mapping system.

**Actions**

1. Continue to designate Planned Development (PD) zones where design constraints (e.g., slope instability, flooding) have been identified.
2. Prepare annual housing status reports on the state of housing in the City of Yucaipa for review and adoption by the Planning Commission and the City Council.
3. Identify community-specific areas where housing is underutilized because of an insufficient economic base.

4. Explore the feasibility of expanding the supply of commercially and industrially zoned land for those areas where residential land uses are underutilized.
  5. Identify areas of the City where urban infill is appropriate, and encourage their development through the use of various incentives.
- G. Because the implementation of streamlining measures regarding governmental review and standards may facilitate the reduction of housing cost, the following action-programs shall be implemented or pursued.

**Actions**

1. Develop and utilize a Master Environmental Assessment to facilitate the environmental review of housing projects.
2. Give priority to permit processing for projects utilizing the Housing Incentive Program when requested.
3. Distribute questionnaires regarding the City's application processing procedures to private sector developers. The results of this survey shall be presented as part of the annual housing report to the City Council.
4. Review the Development Code yearly for possible revisions that would assist in creating more affordable housing and to facilitate establishment of independent senior citizen living centers, shared senior housing and group care homes.

**Goal H-7** Conserve and improve existing affordable housing.

**Policies**

- A. Housing Rehabilitation  
Encourage and assist lower income property owners to maintain and upgrade their homes.

**Actions**

1. Continue the voluntary occupancy inspection program available to prospective buyers of residential property, and increase public awareness of this program.
2. Inform all owners of residential units cited for health and safety violations of resources available through the County Department of Economic and Community Development for structure rehabilitation.

3. Inspect rental units in conjunction with the Rent Supplement program. Integrate this service with the Housing Authority to ensure that subsidized rentals meet Code requirements.
  4. Use the County Rehabilitation Guide for the inspection of existing renter and owner-occupied dwelling units to allow for the economical and safe rehabilitation of housing.
  5. Fund the Repair Program Service Grant to assist both the elderly and the physically-disabled in maintenance of their residential units.
  6. Continue to identify dwelling units to be targeted for rehabilitation.
  7. Provide low interest loans or grants from Yucaipa Redevelopment Agency housing set-aside funds.
- B. Because the preservation of existing housing stock is important in providing housing opportunities for all income levels, housing and community rehabilitation programs shall be established and implemented through the following action programs.

#### **Actions**

1. Encourage and assist local lending institutions in implementing the Community Reinvestment Act of 1977.
2. Encourage both the federal and state governments to change the necessary laws in order to be able to use funding for the rehabilitation of rental units that is presently available only for the rehabilitation of single family, owner-occupied, detached housing.
3. Adopt a Mobilehome Park Overlay District to establish mobilehomes as the primary permitted land use.
4. Initiate a program modeled after the County's Repair Program Service Grant to assist both the elderly and the physically disabled in maintenance of their residential units. A cooperative venture with the County might be cost-effective and should be explored.
5. Include within the annual state of the housing report (see Action Item 1 for Policy E under Goal H-2), those areas most in need of rehabilitation.

6. Provide low interest loans or grants from Yucaipa Redevelopment Agency housing set-aside funds.

**Goal H-8** Preserve lower income-assisted housing/public participation.

**Policies**

- A. Disperse Affordable Housing  
Disperse affordable housing in small (four or fewer units) projects throughout the community so that residents do not suffer the stigma attached to public housing.
- B. Home Ownership Opportunities for Lower Income Residents  
Give priority to home ownership opportunities for lower income households (such as limited equity cooperatives), especially those which protect the long-term affordability of the housing.

**Actions**

1. Encourage and assist local lending institutions in implementing the Community Reinvestment Act of 1977.
2. Explore the feasibility of amending the HIP formula used to determine sales prices or rental rates for each income group so that it is modified to reflect specificity on a Regional Statistical Area (RSA) basis. The formula used to determine supply and availability should also be made RSA-specific.
3. Explore all feasible methods to ensure that HIP-supplied dwelling units are affordable to low and moderate-income households for initial sales and for initial and subsequent rentals.
4. Utilize and expand all appropriate Federal and State-assisted housing programs according to the Housing Element's five-year housing program and the Housing Assistance Plan (HAP).
5. Use local notes and bonds at an amount to be determined by HAP and the County Department of Economic and Community Development for the construction of new affordable rental units.
6. Continue home purchase assistance to current and prospective homeowners under low-interest rate programs, administered by the CHFA and the FHA, according to the Five-Year Housing Plan.
7. Identify and use surplus public land to assist in the provision of housing that is affordable to lower-income housing groups.



8. Recognize the fair-share allocation as targets for the equitable distribution of affordable housing among the cities and counties of southern California.
9. Provide low interest loans or grants from Yucipa Redevelopment Agency housing set-aside funds.

C. Public Participation

Design housing programs to meet the identified needs and wishes of City residents. Where the City does not provide programs, assist residents to locate agencies who do.









## **A. Introduction**

The following information has been taken from the *California General Plan Guidelines, 1990*.

Since the late 1960s, many California communities have developed growth management systems to promote a wide variety of environmental, social and economic goals. Among these are the balancing of service costs and revenues associated with development, the protection of environmental and aesthetic quality, the encouragement of efficient land and water use, the preservation of community identity and the protection of the economic base of the community.

### **1. Techniques**

Most growth management techniques fall into three major categories--planning and regulatory power, expenditure programs and other measures, as illustrated in the table below. Most local growth management programs employ one or more of these techniques to shape development.

**Table V-1**  
**Examples of Growth Management Techniques**

- Limits on the Annual Number of Development Permits
- Establishment of Geographic Limits to Growth (i.e., Urban Limits and Service Areas)
- Annexation Policies
- Environmental Performance Standards
- Downzoning
- Zoning Requiring Large Minimum Parcel Sizes for Open Space or Steep Lands
- Exclusion on Growth
- Transfer of Development Credits
- Public Acquisition of Open Space Lands
- Purchase of Development Rights
- Locating Public Improvements to Influence Growth
- Scheduling Capital Expenditures to Influence Growth
- Housing Subsidies
- Development Impact Fees
- Preferential Assessment of Agricultural, Timber and Other Open Space Lands

Over the years, growth management has raised a number of legal questions. State and federal courts have defined the following principles that must be observed in establishing a growth management system.

- a. Local governments must act within the powers delegated to them by the California Constitution and State statutes.

- b. Regulations using the police power must promote the public's welfare.
- c. A local government's actions cannot discriminate against individuals or groups on the basis of race, religion, age or economic status.
- d. Local governments cannot enact regulations which directly prohibit immigration or discriminate against newcomers.
- e. Land use controls must allow for some reasonable use of private property.
- f. A landowner whose property is subject to an overly restrictive land use regulation may be entitled to just compensation, even if the restriction is a temporary one.

## **2. Findings**

In addition to the courts establishing guidelines for growth management programs, the legislature has in recent years enacted a number of requirements aimed at ensuring that local land use practices do not become exclusionary. If a city or county adopts or amends a mandatory general plan element which limits the number of housing units that may be constructed on an annual basis, it must support its action with specific findings.

The findings must include such considerations as the efforts to implement the Housing Element and the public health, safety and welfare considerations that justify reducing the housing opportunities of the region (Government Code Section 65302.8).

The State's zoning and subdivision laws require cities and counties to consider effects upon the housing needs of the region when enacting ordinances and other actions (Government Code Section 65863.6, 65913.2 and 66412.3). The laws further require cities and counties to balance the housing needs of the region against the needs of their residents for public services and the available fiscal and environmental resources (Government Code Sections 65863.6 and 66412.3).

## **3. Initiatives**

Most growth management programs are adopted as part of a city's or county's general plan or its implementing ordinance. Since 1978 an increasing number of growth management schemes have been instituted by voter-approved initiatives. The California Constitution guarantees the right to initiative and referendum and places only minor limitations upon the use of such powers.

## **4. Limitations**

In general, California courts have held that these powers are restricted by the same limitations that restrict the legislative body's powers to adopt plans and ordinances. In other words, the people cannot adopt by initiative or referendum any ordinance that the legislative body would not have the power to enact.

As noted previously, State law requires cities and counties to make certain findings if they adopt an ordinance which limits the number of dwelling units. When the validity of such an ordinance is challenged in court, the local entity must prove that the ordinance is necessary to promote the public health, safety and welfare (Evidence Code Section 669.5). In *Building Industry Association v. City of Camarillo* (1986) 41 Cal. 3d 810, the California Supreme Court interpreted this requirement to include growth limiting ordinances adopted by initiative. However, the court also ruled that a voter initiative is neither required nor expected to include findings under Government Code Section 65863.6.

Another pertinent case is *deBottari v. Norco City Council* (1985) 171 Cal. App. 3d 1204. This involved a referendum to repeal rezoning ordinances approved by the Norco City Council. Here, the Court of Appeal upheld the City's refusal to place the referendum on the ballot because repeal of the zoning would have resulted in the property being zoned in a manner inconsistent with the City's General Plan. Therefore, the requirement for consistency between the general plan and zoning (Government Code Section 65860) applies to zoning referenda and possibly, by implication, zoning initiatives as well.

## **5. General Plan**

As a practical matter, a growth management program will be more effective and, perhaps, subject to fewer challenges if it is tied directly to the general plan, rather than adopted independently. Furthermore, there are several important legal reasons for a growth management/general plan link.

First, all regulations based on police power and used in a growth management system must promote the public's health, safety or general welfare. The general plan represents the most comprehensive statement of the community's general welfare as it relates to environmental and land use matters.

Second, the general plan uses population projections to establish the basis for proposed land uses and facilities. When growth management systems seek to manage populations either by setting an absolute limit on growth or by regulating the annual growth rate, population projections developed in the context of the general plan provide a rational basis for those systems.

Third, the general plan is a forum for balancing competing interests and objectives in deciding the future of the community. The community's desire to regulate growth may conflict with its obligation to provide adequate housing opportunities. The general plan is a most appropriate mechanism for making the necessary trade-offs between these two competing objectives.

Lastly, various provisions of State law require local governments to implement the general plan in a consistent manner. The requirements calling for consistency with the general plan are clear for zoning and subdivision regulations and capital improvements, all of which are commonly used growth management techniques.



## **B. Overview**

As a result of increased urban development throughout the San Bernardino Valley, the character of Yucaipa changed after World War II. Prior to the war Yucaipa was primarily a community of small ranches and limited agricultural holdings. Suburban residential growth became the prevalent pattern of development after the war.

Single-family residential land uses are expected to increase. Mobile home parks provide a large segment of the Yucaipa community with an attractive alternative to conventional housing. The high cost of conventional housing and the large number of senior citizens living in the Yucaipa community on fixed incomes accounts for the popularity of mobile home parks.

Most industrial sites are adjacent to Interstate 10. It is evident, from both the amount of land devoted to industrial use and the existing types of industrial development, that the industrial and general economic base needs to be strengthened. Development and design standards are essential to ensure that only high quality industrial development occurs.

The existing commercial development is located along Yucaipa Boulevard, from I-10 on the west to Bryant Street on the east. Existing commercial development is not segregated according to uses. For instance, heavy service commercial uses such as auto repair shops are located adjacent to general or neighborhood commercial uses such as markets.

The City of Yucaipa has a total population of 35,424, which is about 2.5% of the total population of San Bernardino County, as of January 1, 1992. With a total of 14,690 housing units and a 5.29% vacancy rate, the number of persons per household is 2.524. According to 1990 census information, 87% of the City's residents are white, 0.51% are black, 0.73% are American Indian, Eskimo or Aleutian, while 0.90% are Asian and Pacific Islander, with 0.06% of the population classified as "other." As a separate figure, not to be added to the total population, 1990 census figures show 3,609 residents classified as "Hispanic Origin of Any Race."

According to SCAG estimates, the population of San Bernardino County will most likely be 2.2 million by the year 2010, with a low projection of 2.0 million and a high projection of 2.4 million. This predicted population growth will result in the conversion of significant amounts of vacant land to residential, commercial and industrial development. Additional demands will also be placed on the existing infrastructure facilities such as water/sewer systems and roads. Traffic congestion is predicted to increase significantly in and around economic activity locations and long commute-travel paths, thus exacerbating the air pollution problems and increasing the demand for non-renewable energy resources. There is also the potential for groundwater overdraft and the severe shortage of potable water supplies in certain areas.



## C. Jobs/Housing Balance

In recent years the citizens of Yucaipa have become more and more concerned with increasing traffic congestion and the deterioration of the air quality. Reliance on the automobile has created patterns of development and employment that are often inefficient. Suburbanites now routinely commute 25 miles or more from their homes to their places of employment. Jobs are dispersed throughout employment regions, making the use of public transit problematic and inefficient. Additionally, car trips between home and the grocery store (or the bank or the dentist, etc.) are longer when residential and commercial areas are not convenient to each other.

"Jobs/housing balance" is based on the premise that commuting, the overall number of vehicle trips and the resultant number of miles traveled can be reduced when sufficient jobs are available locally to balance the employment demands of the community and when commercial services are convenient to residential areas. Increased commute times and growing congestion have brought this idea to the fore in some communities.

Achieving a jobs/housing balance requires controlling the location, intensity and nature of jobs and housing in order to encourage a reduction in vehicle trips and miles traveled and a corresponding increase in the use of mass transit and alternative transportation methods such as bicycles, carpools and walking. Planning for a jobs/housing balance requires in-depth analyses of employment potential (existing and projected), housing demand (by income group and corrected for regional housing opportunities), new housing production and the relationship between employment opportunities and housing availability. Other factors such as housing costs and transportation systems must also be evaluated.

Jobs/housing provisions most directly affect the Land Use, Transportation and Housing Elements of this General Plan. This information is useful in assessing the various impacts of land use policies on the jobs/housing balance in terms of quantities of jobs and housing. The Transportation Element contains an analysis of the traffic impacts of the Land Use Plan which are impacts associated with the location of jobs and housing. The Housing Element describes programs which directly affect housing quantities and affordability.

The automobile makes it relatively simple for employees to commute beyond the city limits to jobs in other communities. The free flow of employees across jurisdictional boundaries complicates the attempts of individual communities to balance jobs and housing. Because of the regional nature of employment, a regional approach to jobs/housing balance has the best chance for success.

Strategies include locating higher density housing near employment centers, promoting infill development, actively recruiting businesses that will utilize the local work force and providing affordable housing opportunities within the community.

## **D. Improvement Standards**

Additional public facilities and services are usually required when new residential, commercial or industrial uses are established. In order to ensure that future developments do not become a fiscal liability to City residents, policies have been developed to ensure that development keeps pace with the provision of services

The City recognizes that there is a direct relationship between the intensity of land uses and the facilities and services needed to support different uses. Analysis of subdivision and development activity in the City shows that there are basically four levels of development intensity ranging from high density in urban areas to low density in rural areas. The infrastructure and service needs in areas of high density development can be significantly greater than in areas with low density development. Thus, the City has established on-site and off-site improvement standards that are considered essential for each level of development intensity. This system of matching development intensity to the essential improvements is referred to as the "Improvement Level System" (ILS).

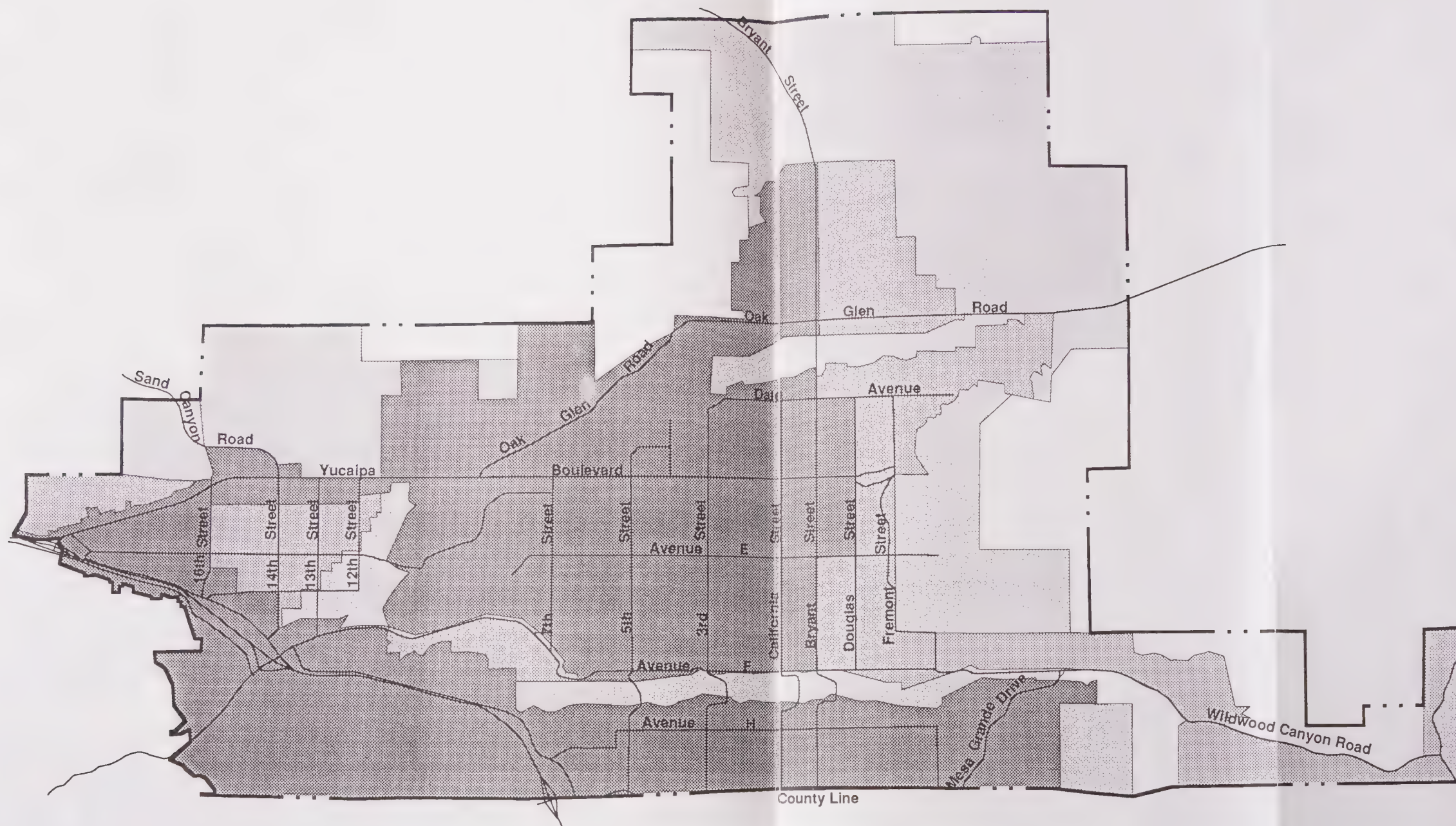
Four Improvement Levels were established to correspond with the four designated intensity levels. Improvement Level 1 (IL 1) is applied to urban areas, while at the other end of the scale, IL 4 is applied to rural areas. Improvement Levels are assigned to an area based on the long-term planned development of the area. Future development is expected to provide the appropriate infrastructure facilities and services prior to development. (Refer to Improvement Level Map - **Exhibit V-1.**)





**Table V-2** on the following page lists improvements for the four levels of development intensity in the City. The Improvement Levels will be applied to the following development applications--all divisions of land; all commercial, industrial and institutional land applications; multi-family residential use applications and single-family residential use applications.

### **1. Improvement Level 4**

Level 4 is applied to areas where only a limited amount of low-density development is planned or anticipated due to resource constraints and/or a desire to maintain a rural living environment. Required improvements are intended to protect the public health and safety and focus primarily on safe access and the availability of local or on-site water. These areas are not expected to convert to higher densities during the term of the plan. Typical ultimate lot sizes range from five to ten (10) acres.

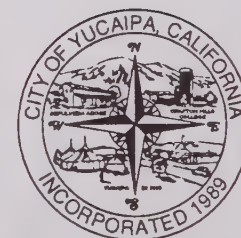




-  Improvement Level 1
-  Improvement Level 2
-  Improvement Level 3
-  Improvement Level 4



4000'



## Improvement Level Map

prepared by  
J.L. Webb Planning, Inc. 

V-1





**Table V-2  
Improvement Standards**

Standards	Improvement Levels			
	1	2	3	4
Legal and Physical Access	•	•	•	•
Grants of Easement*	•	•	•	•
Paved Access	•	•	•	
Curbs and Gutters	•		•**	
Sidewalks	•	1/2		
Street Lights at Standard Spacing	•			
Street Lights at Mid-block		•		
Street Lights at Intersections Only		•	•	
Water Purveyor	•	•	•	
			or	
Substantiated Well Water			•	•
Sewer	•	•	•	
	or	or	or	
Septics	•	•	•	•
Drainage Improvements	•	•	•	
Paved Dip Section	•	•	•	•
Fireflow	•	•	•	

\*Includes necessary rights-of-way for transportation and circulation, drainage and flood control facilities and utilities

\*\* Rolled curb and gutter shall be permitted unless the City Engineer makes a finding that standard curb and gutter is needed for the control of drainage flows.

## 2. Improvement Level 3

Level 3 is typically applied to areas that may be considered "transitional," i.e., areas that are difficult to label as either rural or urban. An example of a Level 3 area might be a low-density residential area that is near an urban or urbanizing area. Such an area might have a significant amount of low-to-moderate density residential development or large acreage which is expected to convert to a higher density in the next five to ten (10) years. Typical ultimate lot sizes range from one to five acres.

## 3. Improvement Level 2

Level 2 is applied to areas where the planned density of development in the short term is relatively high and to areas that are partially developed and/or subdivided at an established land use pattern predominantly of one acre or less in size and where existing infrastructure facilities and distribution systems are largely in place.. Typical ultimate lot sizes range from one-half to one acre.

## 4. Improvement Level 1

Level 1 is applied to those areas planned for the most dense and highest intensity level of development. This may include large areas designated for commercial, industrial or multi-family residential uses, City Sphere of Influence areas planned

for high-density uses and higher density, single-family residential uses. In most cases, IL 1 is suitable in what may be considered the core areas of established urban or urbanizing communities. Typical ultimate lot sizes are less than one-half acre.

## **5. Exemptions**

Often land divisions occur where the land is divided into parcels larger than the minimum size allowed in the district. Where this occurs, strict application of the standards of the Improvement Level may not be necessary. For example, in areas designated as IL 1 and IL 2, land may be divided into parcels of five acres and greater and be subject to IL 4 standards. In areas designated as IL 3, land may be divided into parcels of 10 acres and greater and meet the IL 4 standards. In both of the above instances, any of the standards of the IL in which the land lies may be applied if required for reasons of public health and safety.

## **6. Urban/Rural Service Boundaries**

One of the responsibilities of any local government is to encourage the provision of public services and facilities for its residents. Public services are defined as governmental services including sheriff and fire protection, health care and recreation and education programs which the City provides or the provision of which the City encourages or supports. Public facilities are defined as basic physical structures and infrastructure including roads, water distribution and storage systems, sewage collection and treatment facilities and flood control and storm drainage systems.

As development occurs, the demand for public services increases. Public funds may be less than adequate to meet all public services needs. The location of new development in relation to existing facilities and service centers bears a direct relation to the cost of providing new services to that new development.

A basic problem in providing services is providing appropriate boundaries between urban and non-urban areas and proper levels of service for each. For planning purposes, the City has been divided into three broad development areas--urban, rurban and rural--based on the following factors.

- Existing and Anticipated Level of Development and Level of Build-out at Planned Densities
- Current Lot Patterns and Sizes
- Proximity to Water and Sewer District Service Boundaries and Capability for Providing Future Service to Designated Areas
- Availability of Public Services and the Carrying Capacity of Existing Infrastructure Facilities
- Proposed Expansion/Extension of Existing Facilities
- Development of New Facilities
- Hazards
- Carrying Capacity of Existing Natural Resources
- Extent and Potential for Damage to Significant Environmental Resources
- Spheres of Influence and Jurisdictional Boundaries

a. Urban Areas (UA)

Urban areas are areas that are committed or planned for higher density/intensity uses. A full range of public facilities and services (including water, sewer, roads, flood control/drainage, police and fire services, etc.) shall be focused in these areas. Yucaipa's urban areas include areas generally divided into parcels of up to one acre and served by a water purveyor. Urban districts should be suitable for urban land uses. The following Land Use Districts can be located within urban areas.

Single Residential	RS
Multiple Residential	RM
Neighborhood Commercial	CN
General Commercial	CG
Service Commercial	CS
Community Industrial	IC

b. Rurban Areas (RB)

Rurban areas are designed to accommodate residential development opportunities for those who desire an exurban, low density or country living environment and are willing to assume the costs of providing many of their own services and amenities. The low intensities accommodated in this district generally permit on-site septic systems and wells, thereby reducing public expenditures. These areas are not expected to be converted to higher intensities in the future; they are expected to be built as currently designated. Rurban areas are areas that meet one or more of the following criteria: areas generally divided into parcels of one acre up to five acres; areas in remote locations with limited access already subdivided into parcels that are smaller than five acres; areas where on-site disposal systems may be permitted. The following Land Use Districts can be located within rurban areas.

Rural Living	RL
Single Residential	RS (one acre minimum parcel size)
Neighborhood Commercial	CN

c. Rural Areas (RA)

Rural areas are comprised of agricultural and unimproved lands and low-intensity residential development. These areas are not required for urban development at the present time and, according to current populations projections, will not be required for urban development in the next 20 years. There is generally a long-term commitment to maintaining a rural lifestyle in these areas. Although certain basic public facilities and services are available to these areas, few, if any, urban services are either available, planned or encouraged. Rural areas are defined as lands which are generally suitable for lower density/intensity land uses because they meet one or more of the following criteria: areas used for agriculture, general open space or as a watershed for a public water supply; areas

divided into parcels of five acres or larger, next to an urbanized area; subdivided areas that use on-site wastewater management systems which are adjacent to, but not surrounded by, urbanized areas. The following Land Use Districts can be located within rural areas.

Rural Living	RL
Neighborhood Commercial	CN

Planned Development (PD), Institutional (IN) and Floodway (FW) districts can be located in any of the three areas, UA, RB and RA.

**7. Intergovernmental Coordination with Regard to Land Use**

Within the City limits, potential City Spheres of Influence and in adjacent jurisdictions, there are numerous federal, state, county and other entities cooperating. Coordination between the City and these agencies is essential for the implementation of the Yucaipa General Plan.

**8. Infilling**

Infilling can be a means of protecting and enhancing older neighborhoods. It is also a way of maximizing the utilization of existing infrastructure facilities and of saving energy, the assumption being that urban services are readily available in infill areas. Infilling is an effective method of preserving land, water and other natural and man-made resources.



## **E. Growth Management Goals, Policies and Actions**

The following General Plan goals for the Growth Management Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

**Goal GM-1**    Ensure that future development proceeds at a pace consistent with the provision or acquisition of required infrastructure facilities and public services.

### **Policies**

- A.        Because long-term, City-wide commitments to levels of service and development standards are necessary for efficient capital improvement programming and will promote the orderly provision of the needed and desired improvements to maintain the quality of life, the following procedures addressing service level boundaries and development standards shall be implemented.

### **Actions**

1.        Designate those lands within Improvement Level 1 as urban, those within Levels 2 and 3 as "rurban" and those within Level 4 as rural in order to indicate where the most and least intensive development will be permitted.
2.        Utilize the Urban/Rural Improvement Level lines to coordinate the development of public services and facilities and to formulate the City's Capital Improvements Program.
3.        Utilize Improvement Levels to control and condition the timing and intensity of future development and ensure that, as applicable, future development is approved contingent on the provision of infrastructure facilities and public services specified by the applicable Improvement Level.
4.        Periodically update the Improvement Level Map to reflect newly planned or developed infrastructure facilities.
5.        Designate land uses on the Official Land Use Districts Map in such a way that the least intensive uses are permitted in areas with minimal infrastructure facilities and public services, while the more intensive uses are permitted in areas where urban level infrastructure facilities and public services currently exist or are planned.

6. Areas designated for low-intensity development shall not be converted to accommodate higher intensity development until the infrastructure facilities and public services required by higher intensity development are provided or acquired by the applicant.
7. Proposed Land Use Map amendments must be consistent with Improvement Levels as described herein, and proposed amendments to expand or create higher intensity Improvement Levels must include findings that the changes are consistent with the General Plan Land Use District criteria and Capital Improvement Programs. If a higher intensity Improvement Level is created as a result of an amendment, cumulative environmental impacts must be addressed during the environmental review process (especially with regard to regional concerns such as water quality and air quality) and appropriate findings adopted.
8. Initiate an effort to produce an infrastructure assessment model that will allow periodic analysis of the supply and demand for backbone infrastructure such as road, water, sewer and drainage improvements based on land use.
9. Adopt an annual five-year Capital Improvement Program (CIP) consistent with this General Plan, listing the necessary improvements to the City's public services and facilities in collaboration with key service providers. This program shall address the projected demand for public services City-wide and shall identify the long-term financial trends and sources of funding available to the major public service providers.
10. Require that new development pay a proportional fair share of the costs to provide infrastructure facilities required to service such development. If an applicant is required to pay more than a proportional share, reimbursement agreements may be utilized.
11. Require that when fees are required in lieu of some or all improvements, such fees shall be paid no later than the time at which building permits are issued. Payments may be phased, provided such phasing arrangements are approved at the time of project approval.

12. Require that 100% of the total required fees be paid by the time 75% of the building permits have been issued for any Large Scale Housing application, Planned Residential Development, Planned Development or Tract of 50 units or more.
  13. Make available or establish financial mechanisms (such as assessment and community facility districts) to spread equitably the cost of necessary infrastructure improvements as determined by the City. A limit of 1.85% of property value for combined tax and assessment fees paid by property owners shall be imposed.
- B. Because the City wants to ensure that future development does not become a fiscal burden to residents of the City and to ensure that there is a balance between the infrastructure facilities/services demanded by a development and the resources available or required to provide the infrastructure facilities/services, the following actions shall be implemented.

#### **Actions**

1. Require project proponents to provide Fiscal Impact Analyses (FIA) of required services and infrastructure, including both short and long-term financing mechanisms and/or strategies for all new commercial, industrial or institutional developments of six acres or larger or residential developments of 50 units or more.
2. Encourage groups of project proponents to prepare a common FIA when feasible. The FIA shall assess both local and regional impacts and include appropriate mitigation measures to correct any deficiencies identified. All projects with fewer than 50 residential units or six acres of commercial, industrial or institutional uses will be required to complete a questionnaire which can be used by City staff to determine the need for additional analysis, especially with regard to the cumulative impact of such projects.
3. Utilize FIA's to determine the City's ability to provide adequate services and facilities through the imposition of conditions of approval, fees, special taxes and other financing mechanisms on new development.
4. Establish Financial Implementation Plans to acquire the services that are needed in the City.



- C. Because the City wants to minimize land use conflicts between the City and other agencies that have jurisdictional control over lands located within the City and because the City wants to cooperate and coordinate with adjacent municipalities and other regional agencies to address regional problems such as traffic congestion, air pollution, water quality, waste management and jobs/housing imbalance, the following actions shall be implemented.

**Actions**

1. Review the master plans and/or general plans of related agencies, and incorporate all policies that are applicable and appropriate into the City's General Plan.
2. Solicit comments from related agencies that control land in the City on projects which are proposed within their areas.
3. Designate SANBAG as the city/county growth management forum concerning regional issues, and continue working toward a consensus with surrounding counties through SCAG and the South Coast Air Quality Management District (SCAQMD).

**Goal GM-2** Ensure that the "Quality of Life" of City residents is not depreciated by future growth.

**Policy**

- A. Because the City desires to manage growth to ensure that the quality of life for its residents is enhanced and because the City wants to optimize the utilization of its existing natural and man-made resources, the following actions regarding data collection, evaluation and retrieval shall become a part of the General Plan Maintenance Program.

**Actions**

1. Monitor population growth and its potential effects on existing infrastructure facilities and available natural resources. Determine that adequate public and private facilities, resources and/or services are available to serve proposed developments prior to the issuance of any development or use permit.
2. Develop and maintain an accurate, up-to-date records system to monitor the extent and distribution of land, both developed and undeveloped, and the rate of land absorption.



3. Establish systematic procedures for refining, updating and maintaining necessary data base maps, texts and statistics.
4. Design measurements that successfully depict the quality of life, and establish a quality of life index for the City.

**Goal GM-3** Adopt an incentive program to encourage projects which will infill existing urbanized areas.

**Policy**

- A. Because urban infilling promotes more efficient use of existing infrastructure and decreases the need for extension of services, the following incentive actions to encourage urban infill shall be implemented.

**Actions**

1. Designate urban infill areas on the Infrastructure Overlay Map as the highest intensity Improvement Level (i.e., IL 1), except where prohibited by other regulations and policies.
2. Recommend Land Use Map changes to reflect higher intensity and compatible uses in urban infill areas, except where prohibited by other regulations and policies.
3. Reduce processing times for "urban projects" (commercial, industrial and residential of four more dwelling units per acre) that fall within Improvement Level 1 that will use underutilized infrastructure capacities as determined by the Planning Director.
4. Direct the Planning Director to provide information to prospective firms in order to encourage industrial and commercial development in Urban Infill areas (IL 1 with urban land use designations of industrial and commercial) and to promote the use of grants for upgrading infrastructure in these areas.
5. Direct all City departments to prioritize capital improvements and public works to upgrade urban infill areas, including supporting the creation of improvement districts, except where prohibited by other regulations and policies.
6. Require that any and all incentive actions be consistent and compatible with any adopted and applicable City Sphere of Influence polices or other regulations and policies.









## **A. Introduction**

The City of Yucaipa has elected, as a part of its General Plan, to include this optional Economic Development Element. The purpose of this element is to identify the economic development goals and policies to assure economic viability throughout the General Plan implementation process, as well as to establish a tool for measuring the ultimate viability of the alternatives considered in the General Plan. Please also refer to **Appendix A, "Fiscal Analysis of General Plan Land Use Alternatives"** prepared by Stanley R. Hoffman Associates for the City of Yucaipa.

## **B. Economic Development Goals and Policies**

The following General Plan goals for the Economic Development Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council. The associated policies are designed to ensure that City revenues will be able to meet expenditures in order to provide a high level of services without a burdensome level of taxation.

**Goal E-1**      Encourage commercial growth which respects the market demand for commercial development in order to provide a positive economic climate for the City.

### **Policies**

- A.      Develop, adopt and monitor statistical land use tables and figures which are correlated to the land use plan which quantifies the City's ultimate development and population potential and provides for a minimum of 10% excess of revenue above costs.
- B.      Through the use of a General Plan-based fiscal impact evaluation model, monitor development and changes to the City's adopted land use plan, and modify development patterns and phasing as necessary to ensure that land use decisions do not conflict with the actions identified in these policies.
- C.      Establish industrial and commercial uses as economically viable, attractive and well-related to other uses. Provide opportunities for a wide variety of uses from small enterprises to corporations.
- D.      Establish an "Economic Development Department" in order to prioritize and attract positive economic development.
- E.      Because San Bernardino County, including Yucaipa, has been identified as having a negative jobs/housing balance (meaning a

greater level of housing opportunities than employment opportunities), the City will develop a priority application process for commercial and industrial development that would improve the area's jobs/housing balance.

**Goal E-2** Promote the redevelopment of downtown commercial areas to enhance their economic viability in balance with the demands of commercial development.

**Policies**

- A. Establish a Redevelopment Agency to oversee the planning and implementation of an economic development program for the downtown area.
- B. Commit the expenditure of tax increment funds to correct infrastructure deficiencies where such deficiencies are shown to restrict economic development activities in downtown commercial areas.
- C. Enter into Landowner Participation Agreements with those property owners who request assistance from the Redevelopment Agency.

**Goal E-3** Promote additional transportation to downtown areas with increased bus service, better mass transit provisions and bicycle paths and trails.

**Policies**

- A. Designate bike/trail locations, and encourage tie-ins.
- B. Work with OMNITRANS to expand bus service.

**Goal E-4** Capitalize on commercial and industrial opportunities along the I-10 freeway in balance with the demands of commercial development.

**Policies**

- A. Implement appropriate land use designations and development standards to facilitate commercial/office/industrial development.
- B. Include major portions of the freeway corridor within the Redevelopment Project Area.
- C. Make available a variety of public financing resources to assist in the development of adequate infrastructure/facilities.
- D. Pursue the construction of a Nebraska Street interchange on Interstate 10.

- E. Work with the I-10 Corridor Joint Powers Authority to implement a landscape master plan.
- F. Promote economic incentives to provide for increased employment opportunities, sales tax revenue and other income to the City.

**Goal E-5** Encourage tourism by preserving and maintaining the distinctive qualities of Yucaipa.

**Policies**

- A. Assist the Chamber of Commerce and the Oak Glen Apple Growers Association with promotional activities intended to attract visitors to the Yucaipa Valley.
- B. Support the activities of the Pass Area Committee for Tourism.
- C. Adopt appropriate scenic highway development standards to preserve the "rural" characteristics of Yucaipa Valley.
- D. Adopt appropriate hillside preservation measures to preserve the unique scenic qualities of the Yucaipa Valley.
- E. Sponsor special events designed to provide social and recreational opportunities for the general public.
- F. Promote improved lodging and restaurant facilities.
- G. Promote development/redevelopment of distinctive theme-style commercial areas with adequate parking, pedestrian-friendly park furniture and theme lighting fixtures.
- H. Promote tourism through maps and informational brochures in coordination with the Chamber of Commerce, Oak Glen, regional parks, the Auto Club and other area businesses.

**Goal E-6** Ensure that future development provides jobs and economic growth for the citizens of Yucaipa.

**Policies**

Because the City has a commitment to maintaining and enhancing the jobs - housing balance for the community, and because the development and construction of new commercial and residential units can be utilized to enhance that balance, the following procedures shall be implemented.

## **Actions**

1. Developers of residential development projects greater than a single unit shall attempt to ensure that at least 25% of the total cost of the project shall be spent with Yucaipa businesses and/or hiring of Yucaipa residents.
2. Developers of commercial development projects shall attempt to ensure that at least 20% of the total cost of the project shall be spent with Yucaipa business and/or hiring of Yucaipa residents.
3. The Planning Department shall work with the Chamber of Commerce to develop and maintain a list of Yucaipa businesses that provide construction materials and supplies as well as fixtures and appliances. In addition, a list of qualified construction workers and subcontractors shall also be maintained. These lists shall be provided to all persons/entities who process applications for new building permits.
4. Developers will be requested to provide to the City on a semi-annual basis a report detailing the percentage of project cost spent in the City as well as a list of businesses/individuals that have been solicited for bids and/or received the funds. The report will list percentages only, no gross dollars are required in order to maintain confidentiality. This report shall be combined with others and reported on an annual basis to the City Council and distributed to the public. It shall reflect the number of jobs created, the percentage of money spent with Yucaipa businesses and the total impact of new growth on the community.







## **A. Transportation**

### **1. Introduction**

The major portion of the circulation system of the City of Yucaipa has developed over the years and with that development, circulation problems have been built into the system. Due to the maturity and physical constraints of the study area, the remedies to these problems are limited, and potential solutions must be carefully evaluated. The City of Yucaipa, however, does have the opportunity to plan for a future circulation system that will meet future demands and provide a safe and efficient transportation system. Within the following sections of this element, existing circulation conditions are reviewed to establish a basis of study for transportation issues in the City of Yucaipa.

### **2. Existing Roadway System**

The existing road system classifications are based upon the 1990 Interim General Plan of the City of Yucaipa. The City had originally adopted the San Bernardino County Standards in an effort to remain consistent with past planning and construction. The summarized road system classifications and design standards are listed in **Table VII-1**. **Exhibit VII-1** shows the road system classifications for existing and proposed future conditions. The classifications of existing conditions are based upon field observations, pavement measurements and input from P & D Technologies for various road segments.

#### **a. Bryant Street**

Bryant Street is generally oriented in a north-south direction. South of Yucaipa Boulevard the roadway consists of two undivided lanes. North of Yucaipa Boulevard the roadway consists of four divided lanes divided by a lane for left turn channelization. Residential access currently occurs directly onto Bryant Street, generally, along its entire stretch.

#### **i. Future Improvements**

As illustrated in **Exhibit VII-1**, Bryant Street, north of Oak Glen Road, is designated as a Major Highway, while south of Oak Glen Road to County Line Road, it is designated as a Secondary Highway. Improvements have been recommended within the "City of Yucaipa, California, Interim Road Fee Program Traffic Assessment," prepared by Robert Kahn, John Kain & Associates, Inc. in December of 1990. These improvements are summarized in **Table VII-2**.

Bryant Street, between Yucaipa Boulevard and County Line Road, has been recommended for four travel lanes (Interim Road Fee Program Traffic Assessment, 1990).

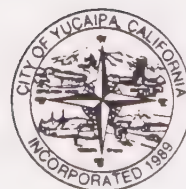




## ROADWAY STANDARDS

### Yucaipa General Plan

<u>ROADWAY DESIGNATION</u>	<u>NUMBER OF LANES</u>	<u>RIGHT-OF-WAY WIDTH</u>	<u>CURB-TO-CURB WIDTH</u>
- Major Highway	4 - 6	104'	84 - 86'
- Secondary Highway	4	88'	64'
- Collector Street	2 - 4	66'	44'
- Local Street	2	60'	36'
- Cul-De-Sac Street	2	50'	36'



Road System Classifications and Design Standards

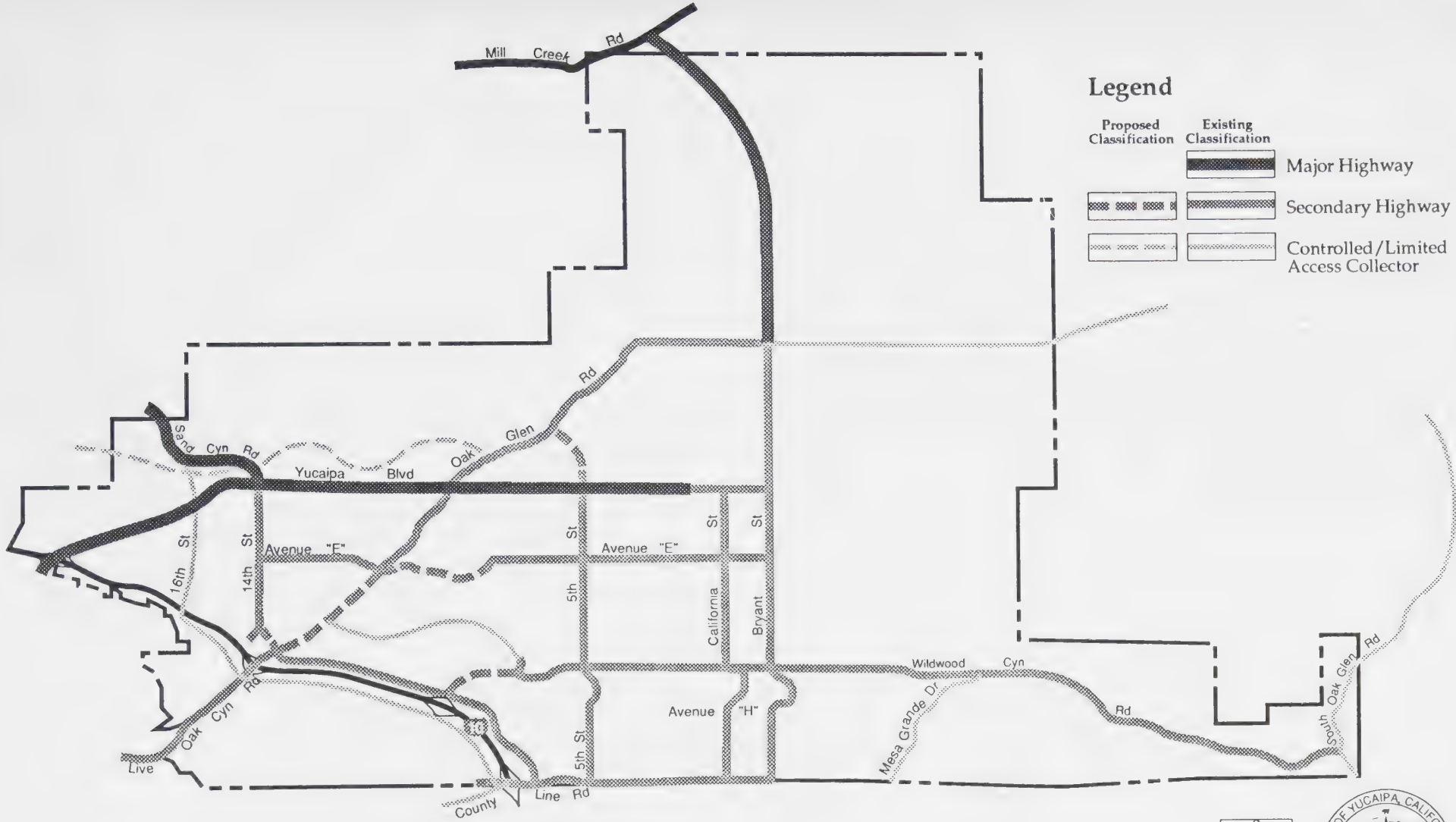
# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.



Table  
**VII-1**





### Legend

Proposed Classification	Existing Classification	
		Major Highway
		Secondary Highway
		Controlled/Limited Access Collector



4000'



## Circulation Map

# Yucaipa General Plan

prepared by  
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## VII-1





<u>Roadway</u>	<u>Recommended Roadway Improvements *</u>	<u>Existing Roadway Conditions</u>
Oak Glen Rd. between Ave. F/Ave. E	4 lanes Secondary Highway	Not Constructed
Ave. E between Oak Glen/8th St.	4 Lanes Secondary Highway	Not Constructed
14th St. between 14th St. Southern Terminus/Ave. F	4 Lanes Secondary Highway	Not constructed
Yucaipa Blvd. between 5th St./I-10	6 Lanes Major Highway	4-lane divided roadway, improved, 86 ft. curb-to-curb
California St. between Ave. E/Yucaipa Blvd.	4 Lanes Secondary Highway	Varies from 2 - 4 lanes
California St. between Ave. E/County Line	4 Lanes Secondary Highway	Varies from 2-4- lane undivided roadway, primarily improved, 60-64 ft. curb-to-curb width
Bryant St. N Oak Glen Rd.	4 Lanes Major Highway	Varies from 2-4 lane undivided highway
Bryant St. between Yucaipa/County Line	4 Lanes Secondary Highway	2 lane undivided roadway, primarily unimproved
5th St. between Yucaipa/County Line	4 Lanes Secondary Highway	2 lane undivided roadway, partially improved
County Line Rd. between Bryant/I- 10	4 Lanes Major Highway	Primarily unimproved, majority of roadway has 32-36 ft. pavement width
14th St. between Yucaipa/Ave. F	4 Lanes Secondary Highway	2 lane undivided roadway, primarily unimproved, pavement widths 26-34 ft.
Ave. E between 14th St./Oak Glen	4 Lanes Secondary Highway	2 lane undivided roadway, primarily unimproved, pavement width 24-28 ft.
Ave. E between Yucaipa Blvd/14th St.	2 Lanes Limited access collector	2 lane undivided roadway, primarily unimproved, pavement widths 24 ft.
Ave. F between Oak Glen/I-10	4 Lanes Secondary Highway	2 lane undivided roadway 94 ft. wide. East of 11th St. improved in some locations, pavement width 32 ft.
Oak Glen between Ave. E/Bryant	4 Lanes Secondary Highway	2 lane undivided roadway, primarily unimproved, pavement width 26 ft.

\* Per the Interim Road Fee Program Traffic Assessment, December 1990, by Kahn, Kain & Assoc. Inc.



## Recommended Roadway Improvements

# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.



Table  
**VII-2**



- ii. **Existing Roadway Infrastructure**  
Bryant Street, between Yucaipa Boulevard and County Line Road, is primarily unimproved with partial and full road segment improvements in some locations. **Exhibit VII-1** illustrates the road segment classifications under existing conditions. Between Yucaipa Boulevard and Avenue E, the roadway consists of two undivided lanes with approximately 36 feet of pavement width. Between Avenues E and F, the two-lane, undivided roadway is partially improved in some locations. In one location the roadway is fully improved with 68 feet curb-to-curb width. This is four feet greater than the Secondary Highway Standard of 64 feet curb-to-curb width. Between Avenues F and H (through the wash area), the two-lane, undivided roadway has approximately 30 feet of pavement width. Between Avenue H and County Line Road, the two-lane, undivided roadway is primarily unimproved. As illustrated in **Exhibit VII-1**, recommended speed limits vary between 35 and 50 miles per hour (mph) based upon an engineering and traffic survey for speed limits study performed by BSI Consultants, Inc. in 1991.

- b. **California Street**

This north-south roadway is primarily unimproved with partial improvements where some development has occurred. The undivided, two-lane roadway has houses fronting and taking direct access on it.

- i. **Future Improvements**  
As illustrated in **Exhibit VII-1**, California Street, between Yucaipa Boulevard and County Line Road, is designated as a Secondary Highway. California Street, between Avenue E and County Line Road, has been recommended for improvement to four travel lanes (Interim Road Fee Program Traffic Assessment, 1990).

- ii. **Existing Roadway Infrastructure**  
**Exhibit VII-1** illustrates the road segment classifications under existing conditions. California Street, between Yucaipa Boulevard and County Line Road, is primarily unimproved with partial and full road segment improvements in some locations.

Between Yucaipa Boulevard and Avenue E the roadway varies from two to four divided and undivided lanes. The pavement width varies between 52 and 64 feet. The divided roadway allows left-turn channelization directly north of Avenue E. As the road extends to the north, it drops to three lanes (two southbound and one northbound) and then to two near Yucaipa Boulevard.

Between Avenues E and F the roadway is primarily improved, with two undivided lanes and 64 feet curb-to-curb width.

Between approximately Avenues F and H (through the wash area), the roadway is improved with four, undivided lanes and 64 feet curb-to-curb. The two inside lanes are 12 feet in width, and the two curb lanes (outside lanes) are 20 feet in width. This conforms to Secondary Highway Standards.

Between Avenue H and County Line Road, the improvements vary on this two-lane, undivided roadway. One location, north of County Line Road, is fully improved with only approximately 60 feet curb-to-curb width. Recommended speed limits vary between 30 and 35 mph (BSI, 1991).

c. Yucaipa Boulevard

This generally directed east-west roadway currently contains two lanes in each direction and a two-way, left-turn channelization lane. Between 2nd and Bryant Streets, it currently contains two, undivided lanes in each direction. Business and residential access is performed directly onto Yucaipa Boulevard.

The Yucaipa Boulevard overcrossing of Interstate 10 has recently been improved by the State of California Department of Transportation (CalTrans) to provide greater vertical clearance and structure width. The overcrossing currently contains two lanes in each direction and left-turn pockets for vehicles entering the freeway. Yucaipa Boulevard provides a primary route between Interstate 10 and the City of Yucaipa.

i. Future Improvements

**Exhibit VII-1** illustrates Yucaipa Boulevard's designation as a Major Highway between Interstate 10 and 2nd Street and as a Secondary Highway between 2nd and Bryant Streets. Yucaipa Boulevard, between Interstate 10 and 5th Street, has been recommended for six lanes (Interim Road Fee Program Traffic Assessment, 1990).

ii. Existing Roadway Infrastructure

**Exhibit VII-1** illustrates the road segment classifications under existing conditions. Yucaipa Boulevard, between Interstate 10 and 5th Street, is primarily improved with four divided lanes. It is primarily divided by a lane for left-turn channelization, except between 14th and 16th Streets, where it is divided by a raised median. The curb-to-curb width is primarily 64 feet, except between 14th and 16th Streets, where it varies between approximately 75 and 79 feet. Recommended speed limits vary between 35 and 45 mph (BSI, 1991).

d. Oak Glen Road

Oak Glen Road contains two undivided lanes. Oak Glen Road provides direct access to the apple orchard tourist area, east of the City. The area



attracts six million visitors per year. The height of the season occurs in September and October. Oak Glen Road is proposed ultimately to connect between Avenues E and F.

i. Future Improvements

Oak Glen Road is designated as a Secondary Highway. Oak Glen Road, between Bryant Street and Avenue E, has been recommended for improvement to four travel lanes (Interim Road Fee Program Traffic Assessment, 1990).

Oak Glen Road, between Avenues E and F, has been recommended for construction of four travel lanes (Interim Road Fee Program Traffic Assessment, 1990).

ii. Existing Roadway Infrastructure

**Exhibit VII-1** illustrates the road segment classifications under existing conditions. Oak Glen Road, between Bryant Street and Yucaipa Boulevard, contains two undivided lanes. The roadway is primarily unimproved with approximately 26 feet of pavement width. Partial improvements have been constructed near Bryant Street. The roadway is currently not constructed between Avenues E and F. Recommended speed limits vary between 45 and 50 mph (BSI, 1991).

e. 5th Street

5th Street currently contains two undivided lanes. The striped roadway is improved in some areas, with access from residences performed directly onto the roadway.

i Future Improvements

5th Street is designated as a Secondary Highway. 5th Street, between Yucaipa Boulevard and County Line Road, has been recommended for upgrading to four travel lanes (Interim Road Fee Program Traffic Assessment, 1990).

ii. Existing Roadway Infrastructure

**Exhibit VII-1** illustrates the road segment classifications under existing conditions. 5th Street, between Yucaipa Boulevard and County Line Road, is partially improved varying on both sides of the roadway. The roadway is striped for two undivided lanes. At locations where no improvements are constructed, there is approximately 26 feet of pavement width. At partial improvement locations, the pavement width is approximately 13 feet on one side of centerline and 32 feet on the other. The recommended speed limit is 35 mph (BSI, 1991).

f. 14th Street

14th Street is an extension south of Sand Canyon Road to a location where it ends north of Avenue F. This north-south roadway currently contains two undivided lanes.

i. Future Improvements

14th Street is designated as a Secondary Highway. 14th Street, between Yucaipa Boulevard and Avenue F, is recommended for upgrading to four travel lanes (Interim Road Fee Program Traffic Assessment, 1990). A four-lane connection, between the southern terminus and Avenue F, is proposed (Interim Road Fee Program Traffic Assessment, 1990).

ii. Existing Roadway Infrastructure

**Exhibit VII-1** illustrates the road segment classifications under existing conditions. 14th Street, between Yucaipa Boulevard and Avenue F, contains two undivided lanes and is primarily unimproved. It contains pavement width that varies between approximately 26 and 34 feet.

g. Avenue E

This east-west roadway currently contains two undivided travel lanes. These locations are between Yucaipa Boulevard and Washington Street (where it terminates) and between 8th Street and its eastern terminus, east of Bryant Street. Avenue E extends as a dirt road from its eastern terminus, through the hills, to connect with Mesa Grande Drive. There are current plans to connect Avenue E between Washington Street and 8th Street. This section should be constructed by 1992 with the residential development of the area.

i. Future Improvements

Avenue E is designated as a Secondary Highway, between Bryant Street and 14th Street. Avenue E, between 14th Street and Oak Glen Road, is recommended for upgrading to four travel lanes (Interim Road Fee Program Traffic Assessment, 1990).

ii. Existing Roadway Infrastructure

**Exhibit VII-1** illustrates the road segment classifications under existing conditions. Avenue E, between 14th Street and Oak Glen Road, is primarily unimproved with two undivided travel lanes and a pavement width that varies between approximately 24 and 28 feet. West of 14th Street, the roadway is unimproved in some locations and fully improved in others. East of 18th Street, the two lane undivided roadway has 44 feet curb-to-curb width. Between 8th and Bryant Streets, the roadway is fully improved in many locations with two undivided lanes and 36 feet curb-to-curb width. Recommended speed limits vary between 30 and 35 mph (BSI, 1991).

h. Avenue F

The existing roadway contains two undivided travel lanes. Nebraska Street is also proposed to be extended west to a point at Calimesa Boulevard.

i. Future Improvements

Avenue F is designated as a Secondary Highway, between Interstate 10 and Holmes Street. Avenue F, between the proposed Oak Glen Road and Interstate 10, is recommended for upgrading to four travel lanes (Interim Road Fee Program Traffic Assessment, 1990).

ii. Existing Roadway Infrastructure

**Exhibit VII-1** illustrates the road segment classifications under existing conditions. Avenue F, between Interstate 10 and 11th Street (near the proposed Oak Glen Road connection), is striped for two undivided lanes with 24 feet in width and two paved shoulder lanes of approximately 10 feet in width each. East of 11th Street, to locations east of Bryant Street, the roadway is improved in some locations with approximately 32 feet of pavement width. Recommended speed limits vary between 40 and 50 mph (BSI, 1991).

i. County Line Road

This east-west roadway forms the southern boundary of the City of Yucaipa, as well as a boundary between the Counties of San Bernardino and Riverside.

i. Future Improvements

County Line Road is designated as a Secondary Highway between its interchange with Interstate 10 and its eastern terminus, east of Mesa Grande Drive. County Line Road, between Interstate 10 and Bryant Street, is recommended for upgrading to four travel lanes (Interim Road Fee Program Traffic Assessment, 1990).

ii. Existing Roadway Infrastructure

**Exhibit VII-1** illustrates the road segment classifications under existing conditions. County Line Road, between a location just east of Calimesa Boulevard to Mesa Grande Drive, is primarily unimproved with approximately 32 to 36 feet of pavement width. Near Calimesa Boulevard, the roadway is improved with 64 feet curb-to-curb width. At the Interstate 10 underpass, the roadway has one lane in each direction with left-turn pockets for freeway entrance. County Line Road primarily contains two undivided travel lanes. The recommended speed limit is 35 mph (BSI, 1991).



- j. **Sand Canyon Road**  
The roadway provides a primary link between the City of Yucaipa and the Crafton/Mentone area. Crafton Hills College lies adjacent to Sand Canyon Road, which is designated as a Major Highway. The roadway contains two lanes in each direction with a lane for left-turn channelization. **Exhibit VII-1** illustrates the classifications under existing conditions. The recommended speed limit is 50 mph within the Yucaipa City Limits (BSI, 1991).
- k. **Mesa Grande Road**  
Mesa Grande Road, between County Line Road and Wildwood Canyon Road, is designated as a Controlled/Limited Access Collector, as illustrated in **Exhibit VII-1**. The roadway currently contains two undivided travel lanes. **Exhibit VII-1** illustrates the classifications under existing conditions. The recommended speed limit is 40 mph (BSI, 1991).
- l. **Calimesa Boulevard**  
This roadway is situated parallel and east of Interstate 10. It is designated as a Secondary Highway between Avenue F and County Line Road. It contains two undivided lanes between Avenues F and H and two divided lanes between Avenue H and County Line Road. **Exhibit VII-1** illustrates the classifications under existing conditions. Recommended speed limits vary between 40 and 55 mph (BSI, 1991). This roadway provides direct access to industrial, commercial and residential property adjacent to it.
- m. **3rd Street**  
This roadway was not designated with a classification within the Interim General Plan. The north-south roadway currently contains two undivided lanes. The striped roadway is primarily unimproved with houses fronting directly on it. **Exhibit VII-1** illustrates the road segment classifications under existing conditions. The recommended speed limits vary between 35 and 40 mph (BSI, 1991).
- n. **Avenue H**  
This roadway was not designated with a classification within the Interim General Plan. Avenue H currently contains two undivided lanes. The roadway is primarily unimproved with residences fronting directly on it. **Exhibit VII-1** illustrates the road segment classifications under existing conditions. The recommended speed limit is 35 mph (BSI, 1990).
- o. **16th Street**  
This roadway was not designated with a classification within the Interim General Plan. 16th Street currently contains two undivided lanes. The roadway is primarily unimproved with residences fronting directly on it. **Exhibit VII-1** illustrates the road segment classifications under existing conditions. The recommended speed limit is 35 mph (BSI, 1990).



p. **Date Avenue**

This roadway was not designated with a classification within the Interim General Plan. Date Avenue currently contains two undivided lanes. The roadway is primarily improved with 40 feet curb-to-curb width and residences fronting directly on it. **Exhibit VII-1** illustrates the road segment classifications under existing conditions. The recommended speed limits vary between 25 and 35 mph.

q. **Live Oak Canyon Road**

This roadway is the western extension of Avenue F, from Interstate 10 to the west City limit and through Live Oak Canyon. It is designated as a Secondary Highway. The roadway currently contains two undivided travel lanes. **Exhibit VII-1** illustrates the classifications under existing conditions.

r. **Crafton Hills Drive**

This roadway currently does not exist. It is proposed as a Controlled/Limited Access Collector between Oak Glen Road and the west City limit. This road is proposed to continue west and connect with Wabash Avenue within the City of Redlands.

3. **Existing Daily and Peak Hour Road Segment Volumes**

Existing daily and AM and PM peak hour road segment counts were conducted by BSI Consultants, Inc. and subcontracted by P & D Technologies in 1990 and 1991. Road segment capacity analyses are generally conducted by a daily road segment volume to capacity ratio methodology which will determine the roadway Level of Service (LOS). **Table VII-3** and **Exhibit VII-2** shows the daily capacity of roadway classifications at LOS C. These capacities were established by P & D Technologies. **Table VII-3** shows that no road segments are currently over the LOS C capacity. LOS C is the threshold with which road segments may not exceed. The LOS C minimum design standard is stricter than the LOS standard that Cities must conform to California law within the Congestion Management Plan. LOS E traffic volumes are shown in **Exhibit VII-3**. California Government Code 65089 (b)(1)(B) requires that Level of Service standards must be established no worse than Level of Service E or Level of Service F, if that is the current Level of Service (Congestion Management Program, Resource Handbook, November 1990, p. 19).





## Daily Roadway Capacities

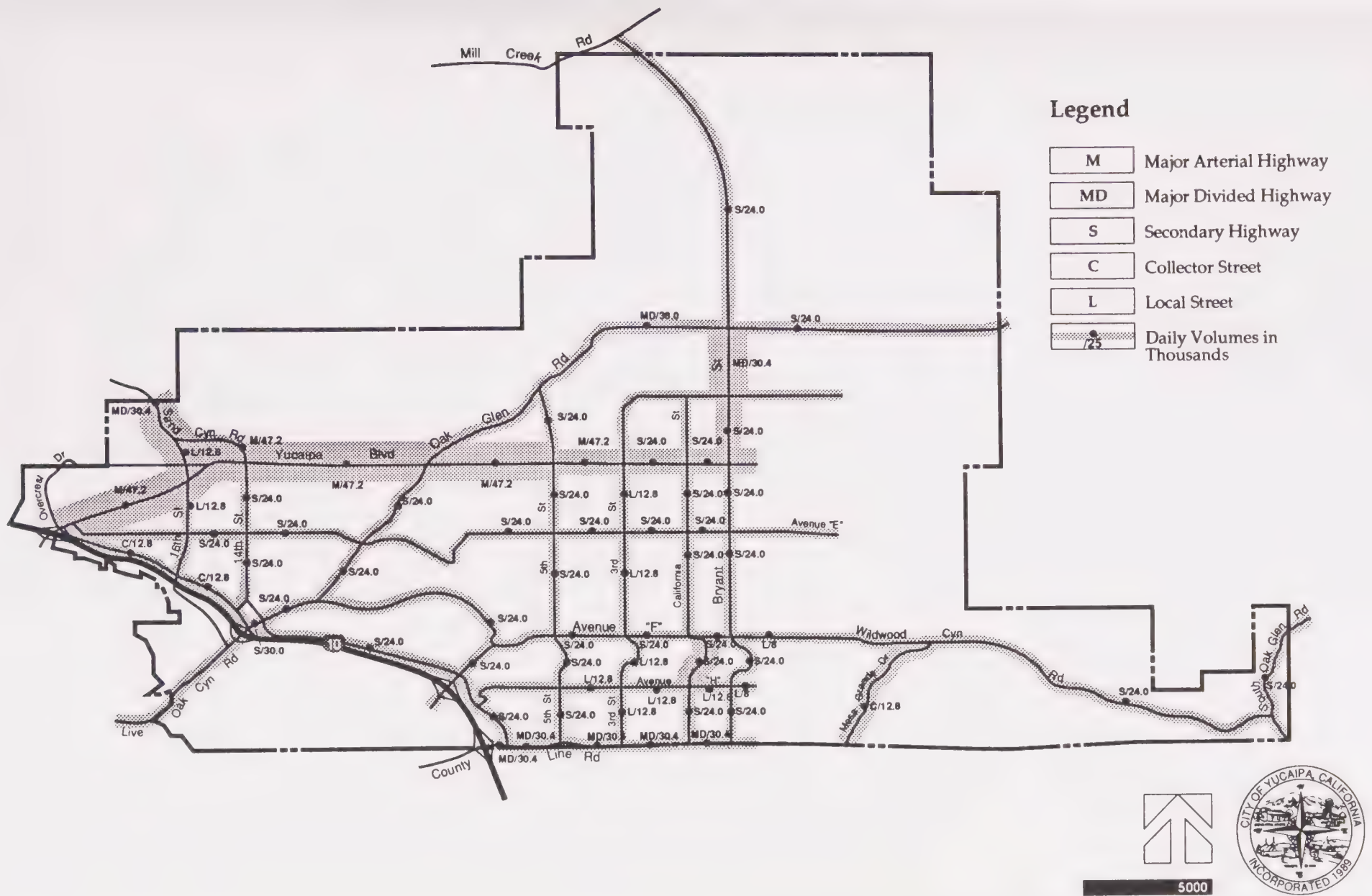
<u>FACILITY TYPE</u>	<u>LANE GEOMETRY</u>	<u>LEVEL OF SERVICE</u>				
		<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Major Arterial Highway	6 Lanes - Divided	35,400	41,300	47,200	53,100	59,000
Major Divided Highway	4 Lanes - Divided	22,800	26,600	30,400	34,200	38,000
Secondary Highway	4 Lanes - Undivided	18,000	21,000	24,000	27,000	30,000
Collector Street	2 Lanes - Undivided	9,600	11,000	12,800	14,400	16,000
Local Street	2 Lanes - Undivided	9,600	11,000	12,800	14,400	16,000

These roadway capacities are "rule of thumb" figures only, to be used at the General Plan Level. They are affected by such factors as intersections (numbers and configurations), degree of access control, roadway grades, design geometrics (horizontal and vertical alignment standards), site distance, level of truck and bus traffic and level of pedestrian and bicycle traffic.









Future Road Capacities (Level of Service 'C')





#### **4. Transit**

Transit service for residents of the City of Yucaipa is currently provided by OMNITRANS. **Exhibit VII-3** shows Route 14 within the City of Yucaipa. Route 14 initiates and terminates at the main terminal at Arrow Highway within the City of Montclair (Montclair Transcenter). A connection to downtown Los Angeles may be made at the Montclair Transcenter.

The City of Yucaipa is also served by Dial-a-Ride for the elderly and Dial-a-Lift for the mobility impaired. These are demand/response services which serve the Yucaipa vicinity.

#### **5. Recreation**

##### **a. Bicycle Trails**

As illustrated in **Exhibit VII-4**, bicycle routes have been established by the City of Yucaipa. Both primary and secondary routes are illustrated.

##### **b. Multi-Use Trails**

Multi-Use Trails, as illustrated in **Exhibit VII-5**, have been established by the City of Yucaipa. These trails would be utilized by horses, joggers, walkers and for other similar uses.

For more information on trails and paths, see Section B of this Element, below.

#### **6. Congestion Management Program**

As stated within the Congestion Management Program Resource Handbook dated November 1990, "The Congestion Management Program (CMP) is a new effort to improve the relationship between land use, transportation and air quality. While the CMP is an independent requirement, it relates to other statutory and regulatory requirements." In addition to transportation, these include air quality and land use requirements.

Congestion Management Legislation states that the CMP shall be developed in consultation with the local governments, among others. Although it is not a requirement of the General Plan, they are expected to interact together, especially with regard to land use policy and its impact on transportation.

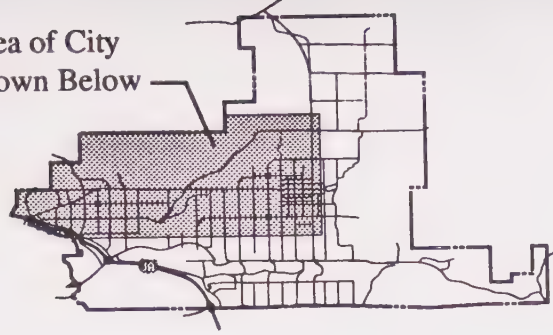
#### **7. Future Travel Demands**

Future travel demands are directly related to activity patterns that result from future land use. When changes are made in the type and/or intensity of land use, there is a direct resultant change in travel demand and subsequent traffic flows on the arterials. Similarly, any change to the circulation system also has an impact on travel demand, traffic flows and land use patterns. Therefore, the relationship between land use activity patterns and the transportation system is a primary concept in the Transportation Element of the General Plan. The City of Yucaipa decision makers should include this concept in any discussion of land use activity pattern changes and circulation system modification.







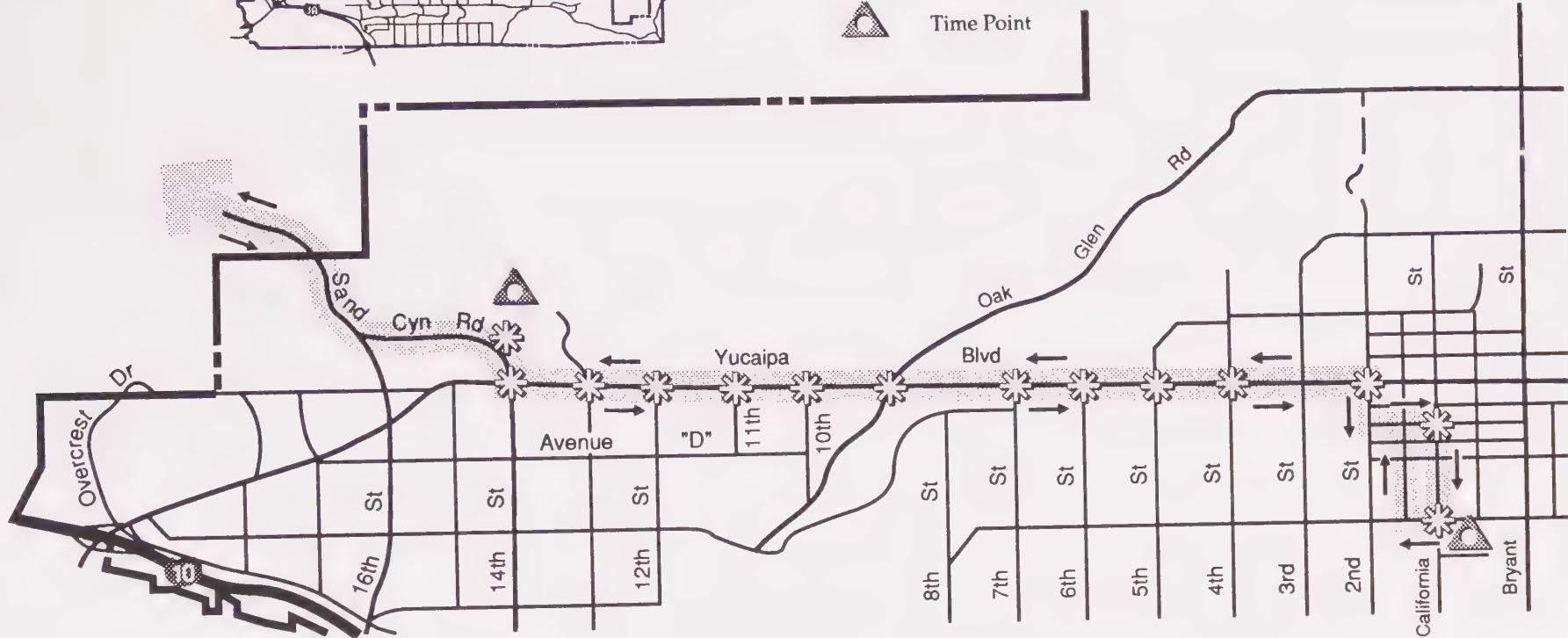


Area of City  
Shown Below



## Legend

-  OMNITRANS Route #14
-  Bus Stop Location (both sides of street)
-  Direction of Travel
-  Time Point



3000



## Public Transportation Map

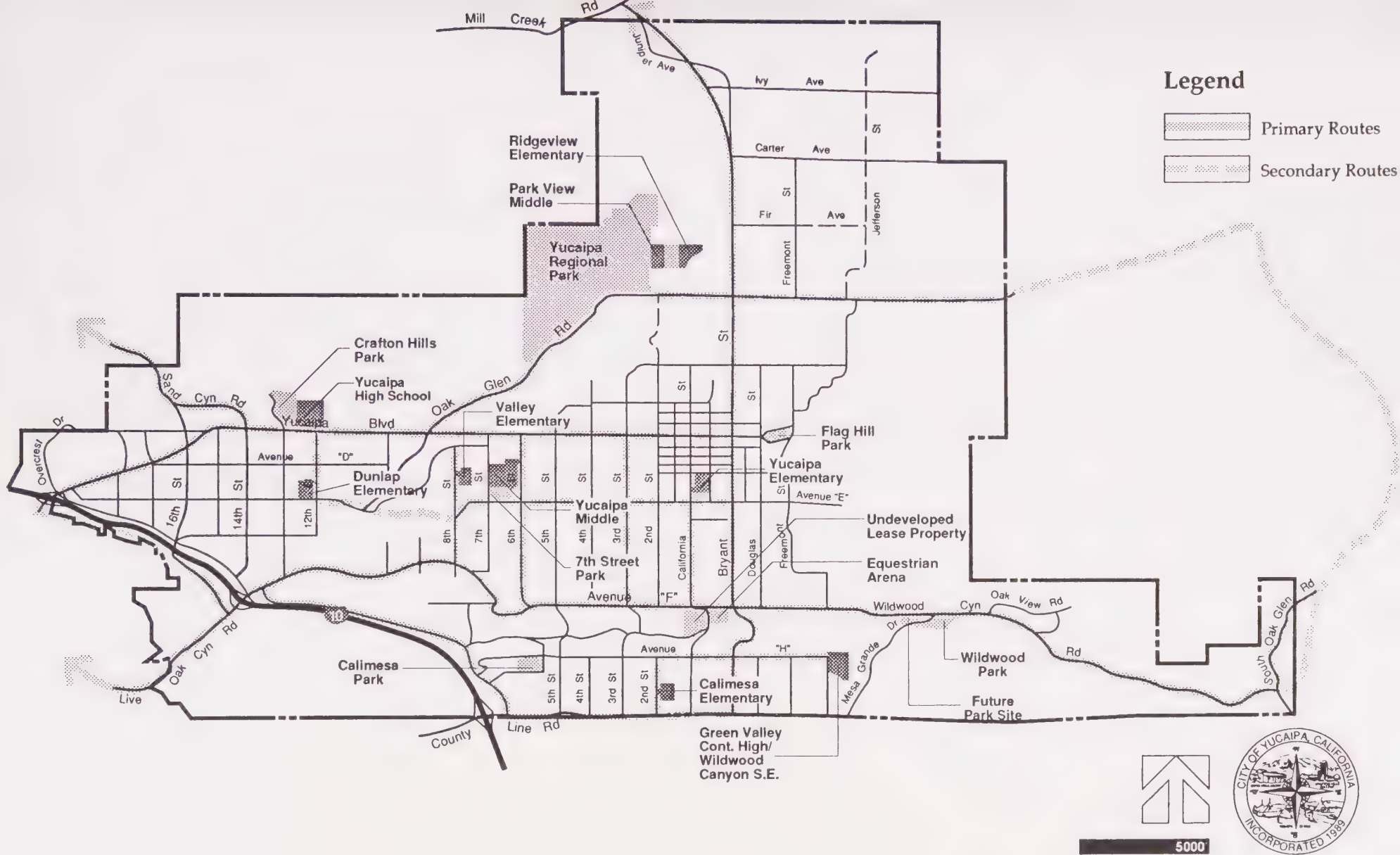
# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.



# VII-3





## Bicycle Paths Map

# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.



# VII-4









Three future land use alternatives were utilized to estimate buildout traffic flows on the City of Yucaipa street system. **Table VII-4** shows trip generation rates utilized to determine trip ends generated by the three alternatives. (The tool utilized to distribute trips to the road system is a computer model software program called "TMODEL.")

a. **Projected Future Traffic Volumes**

Three future land use alternatives were utilized to estimate buildout traffic flows on the City of Yucaipa street system. These are the Selected Land Use Alternative, the High Land Use Alternative and the Low Land Use Alternative. These alternatives were applied to the future proposed road system as described within Section B above. This road system was based upon improvements described within the "City of Yucaipa Interim Fee Program." **Table VII-4** contains trip generation rates utilized to determine trip ends which would be generated by the land use activity of the three alternatives.

The computer software model "TMODEL" was utilized to generate PM peak hour trips to the proposed road system. A 25% increase in existing volumes was utilized as background growth, irrespective of the three land use alternatives. This background growth rate was determined from averaging existing versus RIVSAN daily buildout volumes on Interstate 10. The modelled PM peak hour volumes were assumed to represent 10% of the daily volumes. Therefore, the PM peak hour volumes were calculated accordingly to represent daily volumes. Actual comparisons of peak hour to daily volumes revealed that PM peak hour volumes generally average approximately 8% of daily volumes. The computer model road system, however, represents a "skeletal" road system which does not account for all of the various local streets to which traffic may in reality divert. Therefore, the 10% assumption of PM peak hour to daily volumes was considered appropriate.





## TRIP GENERATION RATES

### Yucaipa General Plan

LAND USE	DESCRIPTOR	DAILY	TRIP ENDS PER DESCRIPTOR <sup>(1) (2)</sup>			
			AM PEAK HOUR		PM PEAK HOUR	
			IN	OUT	IN	OUT
RATES:						
- Community Industrial <sup>(1)</sup>	1,000 SF	6.97	0.76	0.16	0.12	0.86
- Rural Living <sup>(2)</sup>	Dwelling Unit	12.0	0.19	0.77	0.84	0.36
- Single Family Residential <sup>(1)</sup>	Dwelling Unit	9.55	0.19	0.55	0.66	0.35
- Multi-Family Residential <sup>(1)</sup>	Dwelling Unit	5.86	0.07	0.37	0.36	0.19
- Community College <sup>(1)</sup>	Students	1.33	0.16	NOM	0.11	0.04
- Senior High School <sup>(1)</sup>	Students	1.38	0.28	0.13	0.02	0.06
- Junior High School/ Private School <sup>(2)</sup>	Students	1.00	0.17	0.08	0.02	0.05
- Elementary School/ Special Education <sup>(1)</sup>	Students	1.09	0.18	0.12	0.02	0.04

### EQUATIONS:

#### Office/Commercial (Per 1,000 SF)<sup>(1)</sup>:

-Daily	$\text{Ln}(T) = 0.756 \text{ Ln}(X) + 3.765$	
-AM Peak Hour	$\text{Ln}(T) = 0.777 \text{ Ln}(X) + 1.674$	(89% In, 11% Out)
-PM Peak Hour	$\text{Ln}(T) = 0.737 \text{ Ln}(X) + 1.831$	(17% In, 83% Out)

#### Commercial (General, Neighborhood, Service)(Per 1,000 SF)<sup>(1)</sup>:

-Daily	$<570,000 \text{ SF } \text{Ln}(T) = 0.625 \text{ Ln}(X) + 5.985$ $>570,000 \text{ SF } \text{Ln}(T) = 0.756 \text{ Ln}(X) + 5.154$	
-AM Peak Hour	$\text{Ln}(T) = 0.589 \text{ Ln}(X) + 2.378$	(63% In, 37% Out)
-PM Peak Hour	$<600,000 \text{ SF } \text{Ln}(T) = 0.637 \text{ Ln}(X) + 3.553$ (50% In, 50% Out) $>600,000 \text{ SF } \text{Ln}(T) = 0.725 \text{ Ln}(X) + 2.987$ (50% In, 50% Out)	

- (1) Trip Generation, 5th Edition; Institute of Transportation Engineers (ITE); 1991.  
 (2) Traffic Generators; San Diego Association of Governments (SANDAG); June, 1991.



## Trip Generation Rates

Table

VII-4



Computer-modeled projections represent aggregations of driver behavior based upon projected land use activity. Generally, General Plan Land Use is never perfectly realized and therefore "comfort zones" (i.e., adequate right-of-way obtainment) should be pursued. The projected traffic volumes within this Transportation Element should be utilized as a guide for the future growth and transport system needs of the City of Yucaipa. It should also be noted that the City of Yucaipa has currently contracted out for the development of a computer model to pursue intersection projections based upon the proposed General Plan Land Use. This procedure will be utilized to develop appropriate intersection right-of-way. It should not, however, be utilized for major redesign of intersections if buildout volumes are the factors utilized for the design. Once again, General Plan Land Use is never perfectly realized, and experience has shown that intersection improvements should be based upon traffic impact studies of specific land use development proposals. Also, the 1985 Highway Capacity Manual (HCM) has been shown to contain serious flaws in its evaluation procedure for future intersection operations. This results from the many assumptions of future variables necessary for the procedure to obtain plausible results. The HCM has been reported to be an appropriate and useful tool to evaluate existing conditions and the means necessary to improve those conditions given the appropriate input variables. Therefore, the HCM should be utilized with caution for the purpose of projecting future intersection right-of-way needs.

Level of Service (LOS) is discussed within **Appendix B**. The LOS standards utilized are contained within **Table VII-3**. These standards are based upon standards prepared by Wilbur Smith Associates for the City of Yucaipa which are contained within **Appendix C**. **Table VII-1** contains City of Yucaipa Roadway Standards.

## **8. Issues and Opportunities**

Several land use and transportation system issues and opportunities were identified during the existing conditions phase of the General Plan. Also, several additional insights regarding issues and opportunities were brought forth by citizens, City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

a. Issues

- i. The construction of the Interstate 10/Nebraska Avenue interchange is expected to relieve existing and potential traffic congestion at the I-10 interchanges with Yucaipa Boulevard, Live Oak Canyon Road and County Line Road. It will also be expected, however, to increase the traffic volumes on Nebraska Avenue and other facilities near the interchange.
- ii. There are a number of road system improvements documented and necessary throughout the City.
- iii. The City of Yucaipa includes many citizens who walk to various locations throughout the City. This includes children going to and from school, as well as the elderly. The City currently lacks adequate sidewalks, safe walkway areas and street crossings, especially near school and recreation facilities.
- iv. An increase in tort liability cases is a significant trend in California. A national figure indicates that 65% of these cases against a public entity result from poor road system maintenance.
- v. The City of Yucaipa currently needs standards for street design, site development, modes of travel and emergency situations.
- vi. There are a large number of driveway access points on Yucaipa Boulevard.
- vii. Many roadways within the community which provide driveway access to residential dwelling units are utilized as arterial throughways.
- viii. Automobile use is the primary source of transportation within the City.
- ix. Approximately 24% of the population within the City is over 65 years of age. The trend towards an aging population is increasing.
- x. According to census data, the number of residents who drive to work alone is approximately 72%, while approximately 19% carpool and 1% use public transportation.
- xi. Live Oak Canyon Road, Wildwood Canyon Road and Oak Glen Road are often travelled by residents of the region for recreational purposes.



b. Opportunities

- i. There exists the opportunity for an adequate future circulation system for the community as future development and improvements occur.
- ii. The City will have access to the transportation model prepared for the alternative land use scenarios. This would provide for a data base and a model to evaluate circulation needs within the area.

## **B. Multi-Use Trails**

A Trails Committee was established by the City to design a system of trails for the City of Yucaipa. This committee reviewed the goals and objectives of the citizenry for a trail network, and proposed a Trails Plan which was subsequently approved by the City. The intent of this plan is to accomplish the goals which are stated below. The plan includes pedestrian trails, as well as multi-purpose trails, which consist of trails for equestrian use, off-road bicycling and hiking. See **Exhibit VII-4**, the Bicycle Paths Map, and **Exhibit VII-5**, the Multi-Use Trails Map.

## **C. Scenic Highways**

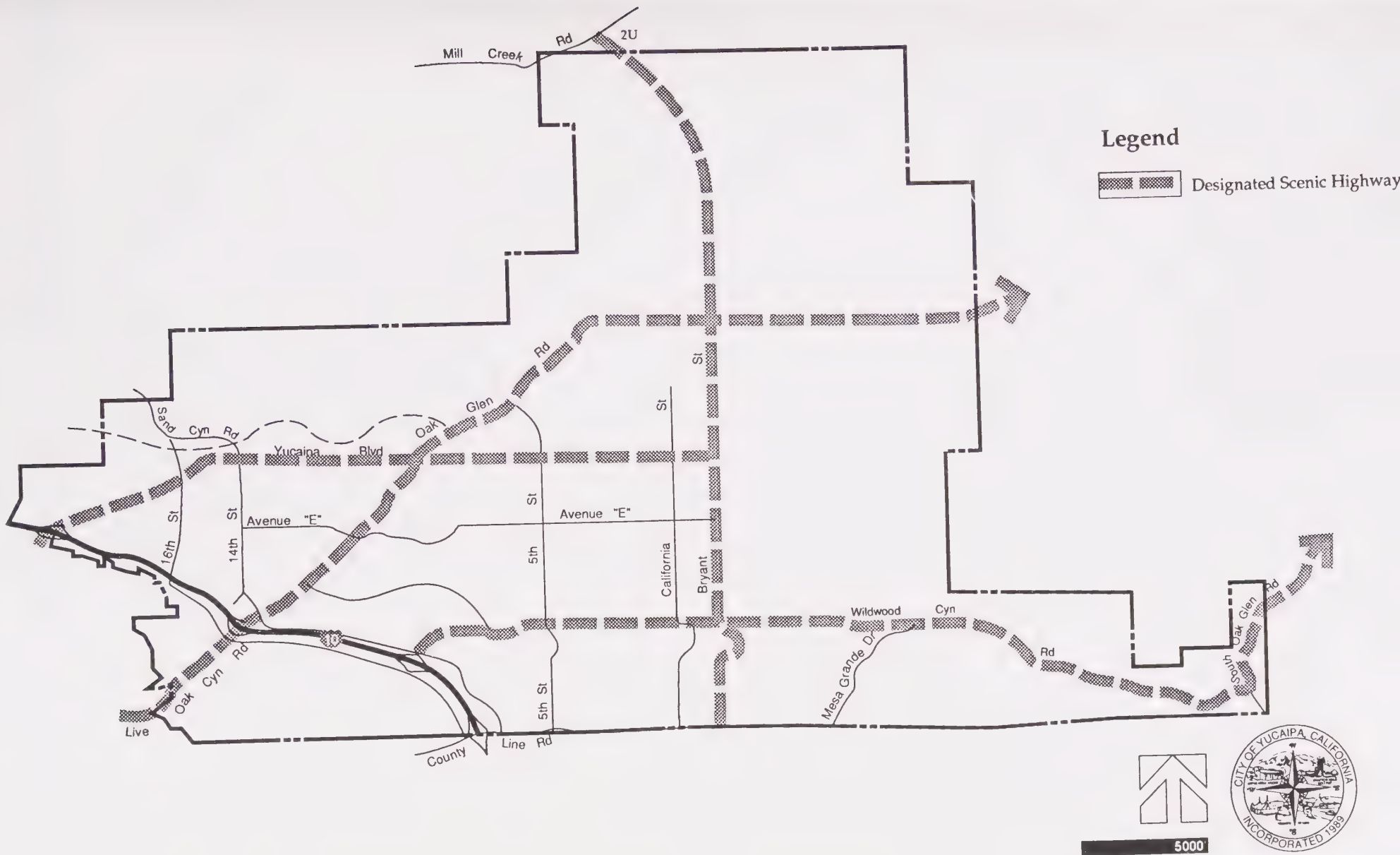
There are four main circulation corridors in the City of Yucaipa which are existing or potential scenic highways. Existing scenic highways are Live Oak Canyon Road southwest of the 10 freeway and Wildwood Canyon Road east of Fremont Street. Highways proposed to be adopted as scenic highways are Yucaipa Boulevard, Bryant Street, Oak Glen Road and Avenue "F"/Wildwood Canyon Road west of Fremont Street. See the Scenic Highways Map, **Exhibit VII-6**. The landscape treatment along these main thoroughfares can do much to strengthen their status and enhance the character of the City, with its striking backdrop of mountains. These streets should be developed with an easily identifiable and consistent pattern of landscaping.

### **1. Yucaipa Boulevard**

Yucaipa Boulevard should be enhanced with a more formal pattern of street trees in keeping with its role as the main street for the downtown Central Core area. Suggested theme trees for Yucaipa Boulevard are the Chinese Pistache, Holly Oak and Crape Myrtle, chosen for their tolerance of smog, heat and drought and their attractive form which enhances the mountain backdrop of the City. These trees have been established as the theme trees for Yucaipa Boulevard in conjunction with the Beautification Committee as part of the Urban Design Element of this General Plan. Medians and parkways should be planted with a combination of trees, shrubs, ground covers and turf. Seasonal flower beds, street furniture and decorative lighting should be encouraged at important intersections. The hardscape and softscape elements should reinforce and become a unifying element for the City as a whole.

### **2. Bryant Street**

Bryant Street should be enhanced in a similar, but less intensive fashion than Yucaipa Boulevard. This is in keeping with its status as the main north/south access between the downtown area and outlying residential and rural areas.



# Yucaipa General Plan

## Scenic Highways Map

prepared by  
J.L. Webb Planning, Inc.



# VII-6





**3. Oak Glen Road**

Oak Glen Road has been designated as having a 20-foot expanded parkway to assist in the incorporation of design elements which reinforce the road's status as the gateway to the apple-growing tourist destination of Oak Glen. These design elements should include deciduous flowering, tree massings, evergreen backdrop trees in windrows, split-rail fencing and appropriate informational signage and hardscape feature with a rustic theme.

**4. Avenue "F"/Wildwood Canyon**

Avenue "F"/Wildwood Canyon already has a scenic highway designation on the Wildwood Canyon portion, which is characterized by mature native oaks and sycamores. This should be extended along Avenue "F" to include the concept of a roadway shaded under the canopy of large, randomly-spaced, native trees. Turf should be used in the parkways and medians sparingly or not at all.

## **D. Transportation, Multi-Purpose Trails and Scenic Highways Goals, Policies and Actions**

This section presents goals, policies and objectives of the City as they relate to circulation and transportation. These statements incorporate items brought forth through a process of community review and were developed in conjunction with City staff, the GPAC, the Trails and Open Space Committee, the Planning Commission and the City Council.

### **Transportation Goals**

**Goal T-1**      Develop a transportation system for current and future needs which moves people and goods safely and efficiently.

#### **Policies**

- A.      Develop the extension of Nebraska Avenue to connect to Calimesa Boulevard, Interstate 10 and the outer Highway 10 frontage road.
- B.      Share land use information with the Southern California Association of Governments (SCAG) and the San Bernardino Association of Governments (SANBAG) for the continual update of their transportation models.
- C.      Support the development of a State freeway system which meets the needs of the City.
- D.      Evaluate road system maintenance, operations and design within the City.

#### **Actions**

- 1.      Improvements will be made to various road segments and intersections as documented within various studies as the development occurs.
- 2.      City standards will be developed for road system design, on-site circulation design, emergency evacuation and scenic highways.
- E.      Because transportation planning is both local and regional in nature, the City shall implement the following actions.

#### **Actions**

- 1.      Actively work with CalTrans to develop traffic mitigation measures to deal with the impact of new development on State highway facilities (existing or proposed), as stated in the California Transportation Commission Resolution G-84-5, "Policy Guidelines for Funding Interchanges and Crossings."

2. Continue to participate in a Council of Governments (SANBAG) which acts as the transportation planning coordinator for all local agencies in San Bernardino County, and regularly attend meetings of SANBAG to discuss planning terms of mutual concern.
  3. Integrate the transportation plans of SANBAG, which acts as the County Transportation Commission, with the City of Yucaipa's General Plan through the General Plan amendment/update process.
  4. Continue active participation in the regional Council of Governments (SCAG) for the Southern California region.
  5. Integrate the transportation plans of SCAG, including the Regional Mobility Plan, with the General Plan through the General Plan amendment/update process.
  6. Identify long-range transportation corridors in conjunction with the plans of regional transportation agencies; develop a program to protect the right-of-way for long range corridors.
- F. Because the development approval process is dependent upon a balance between new development, transportation facilities and the timing of needed construction or improvement of transportation facilities, the City shall implement the following action programs.

**Actions**

1. Approve development proposals only when they are consistent with the City's objective of maintaining a level of service "C" on highways and intersections affected by the development.
2. Actively work with local and regional transportation agencies to ensure transportation system improvements in locations where facilities are approaching or have exceeded capacity.
3. Monitor on a continual basis, and compile annual reports on, the capacity and level of service of the City-maintained road system.

4. Develop and implement a systematic and ongoing City-wide assessment of regional and local transportation facility needs and a traffic analysis system utilizing traffic modeling techniques based on maximum potential build-out, as defined in the General Plan, in conjunction with SANBAG.
  5. Manage future development so that sufficient levels of service and approved alternative transportation management systems are provided.
  6. Coordinate with local and regional transportation agencies and the cities to plan and construct new facilities on the basis of the City's adopted growth forecast.
  7. Ensure consistency of transportation facilities with the City's Capital Improvement Plan.
- G. Because the use of transportation rights-of-ways should be maximized, the City shall implement the following actions.

**Actions**

1. Install bicycle lanes and sidewalks on existing and future roadways where appropriate.
2. Work with other transportation agencies to seek alternative uses for rights-of-way when appropriate.

- H. Because basic minimum standards and requirements for roads and access improvements have been developed and applied to all new developments, these are hereby incorporated into the General Plan as follows.

**Actions**

1. Where a parcel of land is being divided through a minor subdivision procedure and a dedicated road or street right-of-way, railroad right-of-way, or flood control right-of-way bisects the property, the lots shall be designed, wherever possible, to be located on only one side of the right-of-way.
2. Public road access is a requirement for all newly created lots. If this is not physically feasible, private road access may be granted only if circumstances warrant. Private road access requires a minimum 20 foot recorded easement for single lots (one house), 30 foot for multiple uses.



3. Cul-de-sacs shall not exceed 600 feet in length, except as provided below, and shall terminate with a turn-around as specified in adopted City Road Standards. Longer cul-de-sacs may be approved if it can be found that the cul-de-sac will not be injurious to the public health, safety and welfare.
4. Road grades shall not exceed 12% unless it can be demonstrated that the objectives of the General Plan and the "Road Planning and Design Standards" design manual can be met.
5. The subdivision and each phase thereof shall have two points of vehicular ingress and egress from existing and surrounding streets, one of which may be emergency only. Where it can be shown that this requirement is a physical impossibility or a cul-de-sac is proposed, this requirement may be waived. Additional restrictions may apply in fire hazard areas.
6. The following stipulations shall apply regarding conformance with the General Plan.
  - a. If the General Plan designates a general location of a proposed highway and any portion thereof may be wholly or partially within any proposed subdivision or may be affected by a proposed subdivision, prior to the approval of the proposed subdivision, a specific alignment plan shall be prepared and adopted. Each such roadway shall conform in width and alignment with that shown on the General Plan or Specific Plan or any standards adopted pursuant thereto. As a condition of approval of said subdivision, the subdivider shall be required to make dedications and construct such reasonable improvements as required by the specific alignment plan. Such requirements may be waived upon recommendations of the City Engineer, if the proposed highway is located upon a section line or its precise alignment can be otherwise determined.
  - b. The circulation design of all subdivisions shall be compatible and coordinate with the General Plan and the existing street and land use pattern in the surrounding area.

7. The following stipulations shall apply regarding access requirements.
- a. Lots created by subdivision of land shall abut upon a recorded dedicated public right-of-way of a width as established by the General Plan Circulation element, the County Master Plan of Highways or the County Highway Right-of-Way Road System by an approved access which connects a lot or lots to a maintained public street or State highway.
  - b. The requirements for approved access to subdivision having lot sizes of 40 gross acres or more may be waived when all of the following findings are made.
    - i. The applicant is or will be subject to severe hardship unless the waiver is approved.
    - ii. There is an existing traveled roadway which has been in existence for at least five years which roadway is at least 20 feet in width in all points.
    - iii. The roadway has capability for normal passenger car use to each lot in the subdivision.
    - iv. Private road easements may be approved for access to each lot if it is determined that public street access cannot be provided due to certain title limitations or topographical conditions.
    - v. Existing traveled roads for which a Court has determined that an implied dedicated right by users exists for public use shall be recognized as legal access to each lot of the subdivision.
8. Regarding dedications, the subdivider may be required to dedicate land within the subdivision that is needed for the following.
- Streets
  - Access Rights
  - Alleys
  - Drainage Easements or Rights-of-Way
  - Flood Control
  - Parks
  - Bike Paths

- Public Utility Easements
- Public Access to Recreational Resources such as Lakes, Rivers, Streams, etc.
- Other Necessary Public Easements or Dedications of Land

Such dedication may also be required off-site if deemed necessary to support the sound development of the subdivision.

**Goal T-2** Provide for a balance between different types of transportation.

**Policies**

- A. Develop and implement a Transportation Demand Management Ordinance.
- B. Promote the establishment and development of a City bicycle lane program. Use transportation rights-of-way for multiple transportation modes including recreation.
- C. Where feasible, allow abandonment of transportation rights-of-way only when it has been clearly demonstrated that it is not feasible to use the land for transportation and recreation needs.
- D. Preserve rights-of-way for future possible uses in the long term.
- E. Because a balanced transportation system must be established in order to maximize the efficiency of the highway network and further develop other transportation modes, the City shall implement the following actions.

**Actions**

- 1. Require ramps and other design features for the handicapped in new urban areas and, where practical, in existing urban areas, which comply with Federal and State regulations regarding transportation accessibility for the disabled.
- 2. Provide opportunities for rail and truck loading/unloading and break-bulk facilities through the official land use designations of the General Plan.

**Goal T-3** Prepare coordinated financial plans to upgrade the transportation system.

**Policies**

- A. Require that the proponents of future development generate financing mechanisms for road system improvements.
- B. Complete and implement the City-wide Congestion Management Plan and Traffic Mitigation Fee Program.

- C. Solicit all available federal and state sources of funding for transportation improvements.
- D. Evaluate and update the City's five-year Capital Improvement Program based on demonstrated needs and available funding.
- E. Ensure adequate access for emergency evacuation and for emergency vehicles in the event of wildland fires and other natural disasters.
- F. The City shall continue to pursue the goal of reducing traffic impacts and increasing safety through the implementation of the City-Wide Capital Improvements Program for Roadway Facilities, following the general recommendations of the Interim Road Report prepared in September of 1990 and amended in December of 1990.
- G. Jointly fund studies and improvements to the transportation system, as appropriate, with developers, cities, and other public agencies.
- H. Coordinate transportation system improvements with the adopted Capital Improvement Programs of the County and other agencies.
- I. Because new development generates traffic which impacts the City's road system and causes costly improvements to be required, the City shall develop and adopt a transportation fee program to provide a financing mechanism for facilities necessary to mitigate the impacts of new development.

**Goal T-4**      Ensure appropriate legal and physical access to land prior to approving land divisions or new development.

**Policies**

- A. Encourage provisions for elderly accommodation within development projects.
- B. Require safe and efficient roadway access for all new developments.

**Actions**

- 1. Future development will be conditioned to provide standard roadway access.
- 2. A Pavement Management Program will be developed to investigate existing road system deficiencies and to monitor road system conditions with respect to maintenance, operations and design.



- C. Because there must be correlation between land use and the transportation/circulation system pursuant to Government Code Section 65302(b), the City shall implement the following actions.

**Actions**

1. Consider the ability of existing roads to handle projected traffic increases in the review of new development proposals. If level of service "C" cannot be maintained, require improvements that will work toward achieving and maintaining that standard.
2. Require traffic studies as appropriate for development proposals that will have an impact on traffic circulation.
3. Consider the accessibility requirements of each land use activity when determining its best location.
4. Provide access and make improvements to the circulation system consistent with needs generated by land uses shown on the land use maps and specified by the Improvement Levels (IL) as shown on the Infrastructure Overlay maps.
5. Require all proposed development (including both ministerial and discretionary review applications) to dedicate street rights-of-way and drainage easements consistent with the General Plan.

**Goal T-5** Strive to achieve minimum level of service "C" on all highways and intersections.

**Policies**

- A. Because it is an objective to achieve and maintain level of service "C" on all highways and intersections and because the level of service is affected by design standards, the City shall implement the following action items.

**Actions**

1. Implement appropriate design standards for all types of highways as shown in **Table VII-1**.
2. Develop and adopt City "Road Planning and Design Standards" as a design manual which will apply to all road and drainage improvements to be dedicated to the City.
3. Protect and increase the designed vehicular capacity of all vehicular thoroughfares and highways by implementing the following measures.

- a. Use current and develop new innovative traffic engineering practices to increase roadway capacity and safety such as the following.
  - i. Utilize a raised median on Major Arterial highways in urban areas.
  - ii. Limit access to all categories of Major and Secondary Highways and Controlled/Limited Access Collectors from intersecting streets; direct access from abutting properties shall be allowed only where no reasonable alternatives exist.
  - iii. Obtain additional rights-of-way to accommodate right and left turn lanes at major intersections.
  - iv. Synchronize signals.
  - v. Establish no-parking zones.
  - vi. Limit peak hour turning movements.
  - vii. Blocking or dead-end existing access roads to main highways.
  - viii. Establish one-way streets.
  - ix. Limit truck traffic on certain roads and at specified hours.
  - x. Require all development proposals adjacent to all categories of Major and Secondary Highways and Controlled/Limited Access Collectors to be designed so that direct access from the private property to the roadway will not be needed.
  - xi. Control lot size frontage to limit access.
  - xii. Develop minimum separation distances between access points.
  - xiii. Restrict access along all roads intersecting Major and Secondary Highways for a distance of 600 feet from the centerline of said Highways to the maximum extent possible.
- b. The spacing of highways in City planning areas shall be limited to the following.
  - i. 1/2-mile intervals for Major Highways
  - ii. 1/4-mile intervals for Secondary Highways and controlled/limited access Collectors as defined in the "Road Planning and Design Standards" manual referenced above, when adopted

- c. On controlled/limited access Collectors and all categories of Major and Secondary Highways, no direct access shall be permitted from the driveways of individual residences. To ensure this, access rights shall be dedicated to the City as development occurs, through conditions of approval.
- 4. Provide collector roads and local roads with appropriate design standards from the City.
- 5. Assist in the development and implementation of the following for the State highway system.
  - a. A plan for maximum potential build-out for both conventional highways and future corridors
  - b. A program that protects rights-of-way according to the CalTrans Route Concept, especially for future corridors
  - c. A minimum 15-foot building setback shall be provided beyond the State's right-of-way. A 25-foot setback will generally be required.
  - d. Prohibit lots within new subdivisions from having direct vehicular access to State highways. On existing parcels, the use of driveways on State rights-of-way shall be minimized by limiting the number of driveways, or requiring the sharing of driveways, or requiring corner lots with minimal highway frontage to have access to local roads, rather than to a State highway.
  - e. All future development adjacent to a State highway shall provide a left-turn lane with appropriate tapers where there is an identified need to the interest of traffic safety.
  - f. All two-lane State highways with average daily traffic (ADT) counts between 1,500 and 3,000 shall generally have an eight (8) foot shoulder and those with ADT counts over 3,000 shall generally have a 10-foot shoulder of a design acceptable to CalTrans.
  - g. All State routes should have pedestrian crossings at major intersections in accordance with CalTrans standards.

- h. Control access on State highways to achieve a one-half mile interval for connecting cross streets.
  - i. Preserve and perpetuate the current drainage patterns as they relate to the State highways.
- 6. Adopt and utilize road standards which are appropriate to geographic constraints and which complement the surrounding environment.
- 7. Work with technical and professional associations, neighboring cities and regional agencies to develop road standards which are compatible on a regional basis.
- B. Continue to monitor the effects of road improvements and project approvals on City-wide traffic volumes.

**Action**

- 1. Adopt and continue to implement the Circulation Map as shown in **Exhibit VII-1**.

**Goal T-6** Reduce dependency upon the automobile, and promote the use of public transit or increases in the average ridership when the automobile is utilized.

**Policies**

- A. Coordinate with OMNITRANS for the provision of appropriate public transit routes and issues for the elderly and other City residents.
- B. Develop incentive programs for the use of alternative transportation modes, such as City sponsored vanpools and other measures such as flexible working hours and four-day work weeks.
- C. Design land use patterns in new developments that minimize the number of automobile trips by providing neighborhood shopping facilities and pedestrian and bicycle paths.
- D. Encourage the design and implementation of land uses, development standards, and capital improvement programs which maximize the use of public transit.
- E. Work with regional agencies (SCAG, CalTrans, SANBAG, Commuter Computer) to develop ridesharing programs and public transit.
- F. Designate existing Park-and-Ride facilities on the General Plan Circulation Maps; work with CalTrans to identify appropriate



future Park-and-Ride facilities, and develop a program to acquire and develop sites for such facilities in areas where there is an identified need.

- G. Because public transit is a vital element in meeting transportation demands in urban areas, the City shall implement the following actions.

**Actions**

1. Assist OMNITRANS and other transit agencies in coordinating the location and scheduling of public transit services and facilities.
2. Urge the timely extension of public transit between residential areas and industrial/urban employment centers.
3. Support the establishment of transportation services and public transit between Ontario Airport, Orange County Airport and Los Angeles International Airport.

- Goal T-7** Encourage non-motorized alternative transportation by creating bicycle lanes and pedestrian paths to commercial areas, parks and schools.

**Policy**

- A. Require site development plans to provide adequate sidewalk and safe pedestrian trails.

- Goal T-8** Develop street design and site development standards which include provisions for emergency evacuation where appropriate.

**Policies**

- A. Because State law requires the General Plan to address evacuation routes as they relate to identified fire and geologic hazards, and since the objective of ensuring public safety from natural hazards requires the maintenance of accessibility to populated areas during and after natural disasters, the following actions shall be implemented.

**Actions**

1. Plan for projected emergency access needs in the annual review and approval of the City's Capital Improvement Program.
2. Roads and highways designated as potential evacuation routes in the planning area include the major routes out of the area are Interstates 10 and numerous major and secondary highways. This listing is not meant to be a

comprehensive evacuation plan. It merely indicates the major highways traversing the City, all of which are potential major evacuation routes should a disaster occur within the City. These routes are found on the circulation maps of the General Plan. In most cases, the San Bernardino County Sheriff's Department is in charge of evacuation procedures. Specific evacuation routes will be designated during an emergency as and when the need arises, in accordance with the evacuation procedures contained in the County Emergency Management Plan (which is not adopted as part of the General Plan). Earthquakes, major floods, and fires may make certain routes impassable. Detours and re-routing of traffic will be designated by the appropriate agency following procedures set forth in the Emergency Management Plan.

3. Public roadways should be developed with a minimum of 50-foot wide rights-of-way with a minimum 26-foot wide paved way of travel. For privately maintained roads, the minimum should generally be no less than a 24-foot wide paving with no parking allowed, 32-foot wide paving with parking allowed on one side, or a 36-foot wide paving with parking allowed on both sides.
4. Ensure that development has adequate access for emergency evacuation and for emergency vehicles in the event of wildland fires and other natural disasters by applying the following standards.
  - a. Require compliance with the provisions of the access standards of the Fire Hazard Overlay District, the Subdivision Design and Improvement Standards of the City Development Code, and, where applicable, Planned Unit and Planned Residential Development standards.
  - b. Access for development projects shall be considered in conjunction with the location of active faults through the development review process. Access across faults shall be discouraged where point(s) of access can feasibly be located outside of fault areas.
  - c. Through the provisions of the Fire Hazard Overlay District and the development review process, require projects to provide immediate vehicular access to the perimeter of structural development within projects adjacent and exposed to wildlands.

5. In areas with predominant natural slopes greater than 30%, and in canyon mouths and ridge saddles, the following standards shall apply.
  - a. Access roads shall be the shortest length feasible.
  - b. Grading for roads shall be the minimum necessary to provide adequate access.
  - c. The applicable decision makers shall consider, in the review of proposed General Plan amendments or the development of specific plans, accessibility to the site(s), including the quality of existing or proposed roads which will provide access.
- B. Evaluate emergency evacuation procedures within the City.

**Goal T-9** Develop Transportation Systems Management (TSM) plans for the community.

**Policies**

- A. Encourage new commercial and office developments to develop and employ Transportation Demand Management (TDM) and TSM measures.
- B. Encourage citizens to utilize TDM and TSM strategies.

**Action**

1. The City shall develop and adopt an ordinance pertaining to the utilization of TSM and TDM measures.

**Trails and Paths Goals**

**Goal TP-1** Promote the development of safe and convenient bicycle and pedestrian corridors that provide alternative transportation routes to schools, parks and employment and commercial areas.

**Policies**

- A. Bicycle and pedestrian routes shall provide access to existing and proposed commercial areas, school, parks and scenic routes.
- B. Bicycle and pedestrian routes shall be coordinated and integrated with routes proposed or established in surrounding communities.

**Actions**

1. A program will be developed to investigate the necessary and appropriate locations for sidewalks and paths for pedestrian and bicycle use.

2. Future developments will be conditioned to provide appropriate and safe sidewalks and bicycle/pedestrian paths.
  3. In conjunction with the review and approval of public or private non-residential developments where trails or bicycle routes are indicated on the Multi-Use Recreational Trail and Bicycle Route Maps, the City shall consider the provision of trails or routes, as well as user amenities such as bicycle racks, hitching posts, benches, rest areas and drinking water facilities.
  4. In conjunction with the review and approval of residential developments where trails or bicycle routes are indicated on the Multi-Use Recreational Trail and Bicycle Route Maps, the City shall consider the provision of trails, routes and user amenities.
- B. Develop and maintain multi-purpose trails and trail head access points with appropriate facilities for all user groups.
- C. Assure dedication of recreational trails and bikeways, and preserve visual access to major scenic features.
- D. Coordinate with all public and private utilities and flood control agencies for the joint use and maintenance of corridors and rights-of-way for trail purposes.

**Action**

1. The City shall establish joint use arrangements with public and private utilities and the San Bernardino County Flood Control District for the use and maintenance of corridors and rights-of-way for multi-use recreational trail purposes.
- E. Coordinate with neighboring counties and cities to establish regional trail systems, construction standards and signage.

**Action**

1. The City shall coordinate the planning, development and standards of the multi-use recreational trail system with Calimesa, Oak Glen, Redlands and San Bernardino and Riverside Counties.
- F. Promote safe and convenient access through trails and paths to existing and proposed local and regional recreation areas and points of interest.



### **Actions**

1. To prevent injury to trail users, the City shall prohibit motorized vehicles on multi-use recreational trails, except as necessary for maintenance, and shall provide measures to encourage the enforcement of this prohibition.
  2. Multi-use recreational trails shall provide access to existing and proposed parks, open space and scenic areas.
  3. Given the character of existing vegetation, the location of the trail, and the existing natural topography, the City's acquisition of multi-use recreational trails or easements shall be based on the widths recommended in the Multi-Use Recreational Trail Standard Guidelines.
  4. Where possible, multi-use recreational trails shall be routed through designated open space, on publicly-owned lands or easements, along property boundaries, or in areas that are unavailable for other uses.
- G. Proposed development adjacent to trail systems shall dedicate land for trail-head access points. Existing right-of-way and disposal properties should be utilized for these staging areas whenever possible.

### **Scenic Highways Goals**

**Goal SH-1** Promote the appropriate and positive landscape treatment along scenic highways to provide the necessary buffering and screening, as well as to provide scenic openness by preserving visual access to natural scenic vistas and features.

### **Policies**

- A. Encourage the provision of architectural controls, additional setbacks and height limitations to assure positive scenic quality along scenic highways.
- B. Encourage the use of thematic landscape elements and/or street furniture such as street lights, signals, trees and other fixtures.
- C. Establish landscape and signage standards that create interesting and attractive entries or "gateways" into Yucaipa.
- D. Because the provision of scenic highways is an integral part of the planning process, the City shall require the implementation of the following actions.

### Actions

1. Review proposed development along scenic highways shown on the Resource Overlay Maps in order to ensure the preservation of scenic values for the traveling public and those seeking a recreational driving experience.
  2. The Scenic Corridor shall be defined to extend 200 feet on either side of the designated route, measured from the outside edge of the right-of-way, trail or path. Development along scenic corridors shall be required to demonstrate through visual analysis that proposed improvements are compatible with existing scenic qualities.
  3. New uses or substantial revisions to existing uses shall be responsible for removing non-conforming signs per City sign ordinance standards.
  4. Along Scenic Routes, prohibit primary free standing signs greater than 18 square feet, including all primary free standing signs oriented to the scenic right-of-way.
  5. Utilized and abandoned road, utility, and railroad rights-of-way shall be used for nonvehicular circulation in all new development when feasible.
  6. Vantage or vista points along scenic routes shall be provided by new development proposed adjacent to those routes for scenic and interpretive displays, and roadside rests.
  7. Ample and varied recreational and scenic opportunities shall be provided by new development in coordination with local, state, and federal agencies, particularly for projects fronting state routes. This may include scenic vistas in parking lots.
- E. Establish safe scenic highway road design standards and designate appropriate roadways to be included within these standards.

## **Actions**

1. All proposed Land Use Map changes and discretionary land use proposals for areas identified on the Biological Resources Map (**Exhibit XII-2**) shall be accompanied by a report that identifies all biotic resources located on the site and those on adjacent parcels which could be adversely affected by the proposal. The report shall outline mitigation measures designed to eliminate or reduce impacts to protected resources and shall be prepared by an appropriate expert such as a qualified biologist, botanist, herpetologist or other professional "life scientist." The mitigation plan shall be prepared following guidelines outlined on pages 58 through 59 of the General Plan's Final Environmental Impact Report.
  2. The conditions of approval for any land use application shall incorporate the identified mitigation measures to protect and preserve the habitats of the protected species.
  3. The following management policies shall be applied to all proposed Land Use Map changes and discretionary land use proposals within areas included on the Biological Resources Map as recommended in the required Biological Resource Report.
    - a. Provide for mitigation measures that would reduce impacts to populations, where feasible.
    - b. Provide for mitigation measures that would reduce impacts to habitat areas due to encroachment of incompatible land uses or fragmentation of habitat areas, where feasible.
    - c. Provide for mitigation measures that enhance populations, where feasible.
    - d. Provide for mitigation measures that enhance habitat areas, such as buffer areas, where feasible.
- B. Because listed species and their habitats may exist throughout the City, in addition to those shown on the Biological Resources Map, all of the provisions of Policy A may be applied anywhere in the City, as determined by the Planning Director.









## A. Background Statement

The Noise Element is a State-mandated component of the General Plan. The purpose of this element is to establish uniformity of policy and direction concerning actions to minimize or eliminate excessive noise. It includes objectives, policies, standards, criteria, programs, diagrams and maps which are to be considered when decisions are made affecting the noise environment.

## B. Noise Description

Noise is simply defined as unwanted sound. Physical health, psychological stability, social cohesion, property values and economic productivity are affected by excessive amounts of noise.

In addressing the regulation of noise to mitigate its negative effects, some quantification of noise intensity is required. Noise measurements are expressed in several ways, including the following.

- |       |   |
|-------|---|
| dB(A) | The <u>A-Weighted Sound Pressure Level</u> is the sound pressure level, in decibels, as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound, placing greater emphasis on those frequencies within the sensitivity range of the human ear.   |
| Ldn   | The <u>Day-Night Noise Level</u> is the average equivalent A-weighted sound level during 24-hour day obtained by adding ten decibels to the hourly noise levels measured during the night (from 10pm to 7am). In this way, Ldn takes into account the lower tolerance of people for noise during night-time periods.  |
| CNEL  | The <u>Community Noise Equivalent Level</u> is the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of approximately five decibels to sound levels in the evening from 7pm to 10am and ten decibels to sound levels in the night before 7am and after 10pm.  |
| SEL   | The <u>Sound Exposure Level</u> is the noise exposure level accumulated during a given event, with reference to a duration of one second. More specifically, SEL in decibels is the level of the time-integrated, A-weighted squared sound pressure for a stated time interval or event, based on the reference pressure of 20 microneutons per square meter and reference duration of one second. SEL is commonly used to calculate Ldn when the noise source consists of individual noise events, such as those caused by railroad line operations or aircraft overflights. |

- Leq** The Equivalent Energy Level is the sound level corresponding to a steady state sound level containing the same total energy as a time-varying signal over a given sample period, typically one, eight or 24 hours.
- L<sub>MAX</sub>** The Maximum Sound Level is a statistical value that represents the highest maximum sound level reading during a given period.

L<sub>dn</sub> and CNEL are generally considered to be equivalent descriptors of the community noise environment within  $\pm 1.0$  dB. State law requires that CNEL be used to quantify noise exposure resulting from the operation of civilian airports. L<sub>dn</sub> is the descriptor preferred by the California Office of Noise Control and applied by all federal agencies.

**Table VIII-1** below demonstrates how specific levels of noise affect human activity.

**Table VIII-1**  
**Noise Criteria Based on the Harmful Effects of Noise**

<u>Basis for Criterion</u>	<u>Noise Level (L<sub>eq</sub>) at which Harmful Effects Occur</u>
Prevention of Hearing Loss	75-85 dB(A)
Prevention of Extra-Auditory Physiological Effects	65-75 dB(A)
Prevention of Speech Interference	50-60 dB(A)
Prevention of Sleep Disturbance	35-45 dB(A)

Source: *A Report to the 1971 Legislature on the Subject of Noise*, California Department of Public Health, 1971.

### 1. Analysis

Noise level analysis using computer modeling and field monitoring provides the baseline information about the noise environment. The results of these analyses are compared with accepted standards to determine where the City is affected by adverse levels of noise. This allows for a description of a policy and action program designed to minimize (or eliminate) these adverse levels and to prevent future problems from occurring. The following three state-of-the-art noise models are utilized.

- a. Federal Highway Administration Traffic Noise Model (FHWA-RD-77-108)
- b. Wyle Lab's "Assessment of Noise Environments Around Railroad Operations"
- c. U.S. Army Construction Engineering Research Laboratory's "Construction and Activity Noise Model"



Given the large area of the City, mapping existing and future noise contours for each affected road segment was not undertaken. Instead, a traffic noise exposure analysis for arterials was conducted. Day-night sound level ( $L_{dn}$ ) contour locations are provided for every arterial for which the existing or projected traffic volume exceeds 4,000 vehicles per day. The tabular lists of road segments are found in **Appendix B**, appended to this document. Existing and future contours are depicted in **Exhibits VIII-1 through VIII-4** on the following pages. Road segments below 5,000 Average Daily Traffic (ADT) were projected to have noise contours that fell entirely within the road right-of-way, not affecting adjacent properties. Therefore, they were not listed.

A similar process is applied to railroad and aircraft-generated noise contours. However, no railroad lines are located in or adjacent to the City. Noise from this source is, therefore, insignificant and not discussed in detail in this document.

## **2. Existing Conditions**

The most significant noise-producing activities within the City involve mobile noise sources (roadways). In addition, numerous stationary sources of noise exist. The following section provides a discussion of noise measurements obtained and an inventory of noise sources identified within the City. From measurements and complementing analytical procedures, noise exposure contours were derived and noise impact areas identified.

No airports are located in or adjacent to the City of Yucaipa, but aircraft noise is detected in the City due to overhead flight patterns. Noise from this source is currently considered insignificant, but may increase in the future.

## **3. Noise Survey Results**

Through 1987 and 1988, noise measurements were obtained at 91 locations within San Bernardino County. These locations were chosen based upon their proximity to noise-producing activities, proximity to residences or other noise-sensitive land uses or some combination of these factors. They are representative of the noise which people experience in the vicinity of the following.

- a. Freeways and Highways
- b. Major and Secondary Arterials
- c. Rail Lines
- d. Railroad Classification Yards
- e. Airports
- f. Commercial/Industrial Areas
- g. Recreational Areas/Facilities

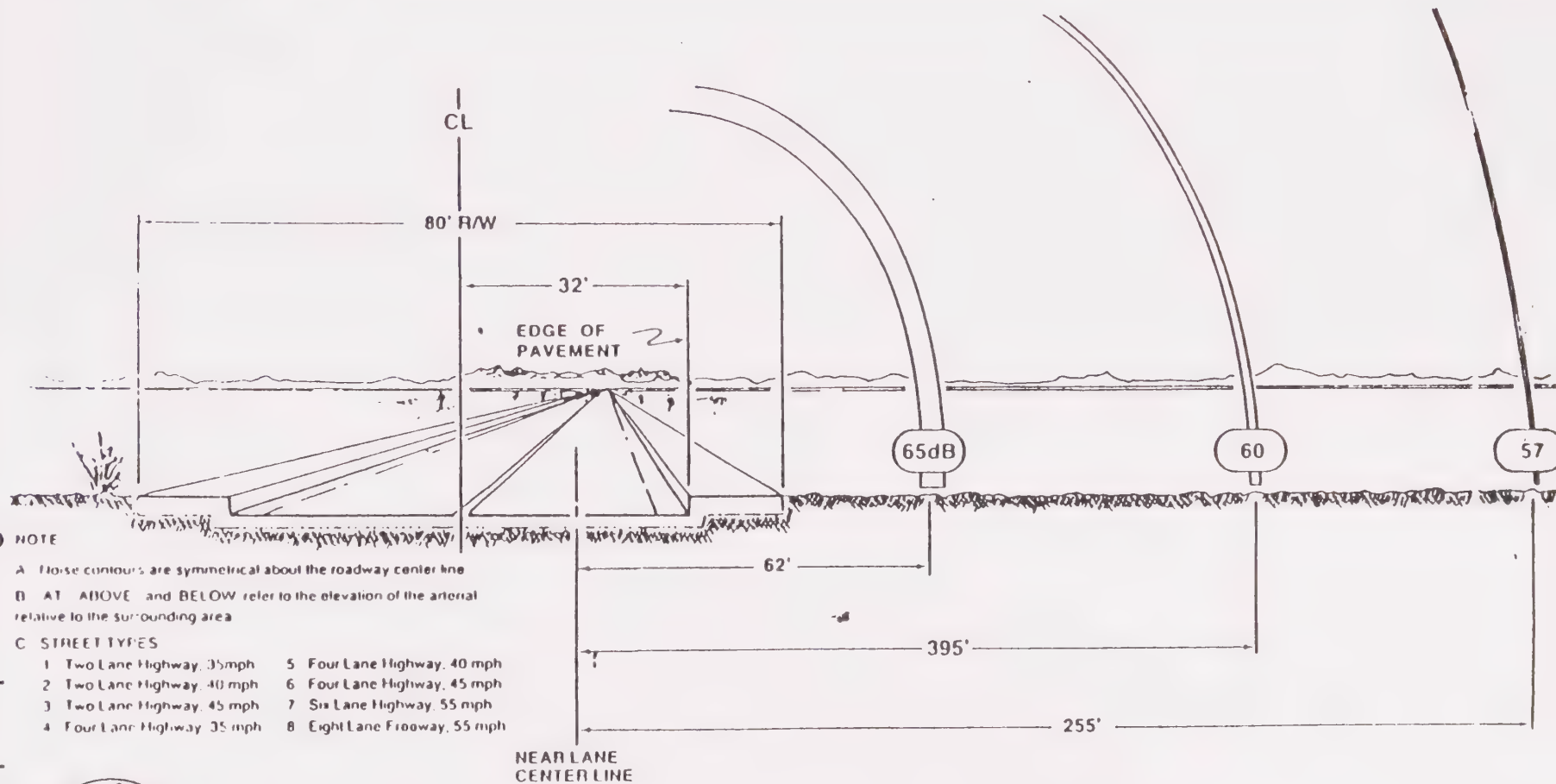
Of the 91 measurements, 16 were obtained over a 24-hour period, 28 were obtained during three periods per day (morning, midday and late afternoon) and 47 were recorded during a single midday period at noise-sensitive land uses (schools, libraries, etc.) or at specific noise generators. The tables and figures in this element are based on the results of this survey.



## SECONDARY HIGHWAY

TYPICAL: ARTERIAL REACH  
ROUTE 2  
W O Route 138

ST		TRUCK MIX			Ldn	DISTANCE TO CONTOURS, 1987					
TYPE	GRADE	% MTr	% HTr	ADT	50'	57dB	60dB	65dB	70dB	75dB	80dB
3	AT	6.7	1.3	5,700	66.0	255	155	62	---	---	---



Typical Secondary Highway Cross Section with Ldn Contours Adjacent to the Roadway.  
(For a complete listing of contour distances, refer to Tables 1-4.)



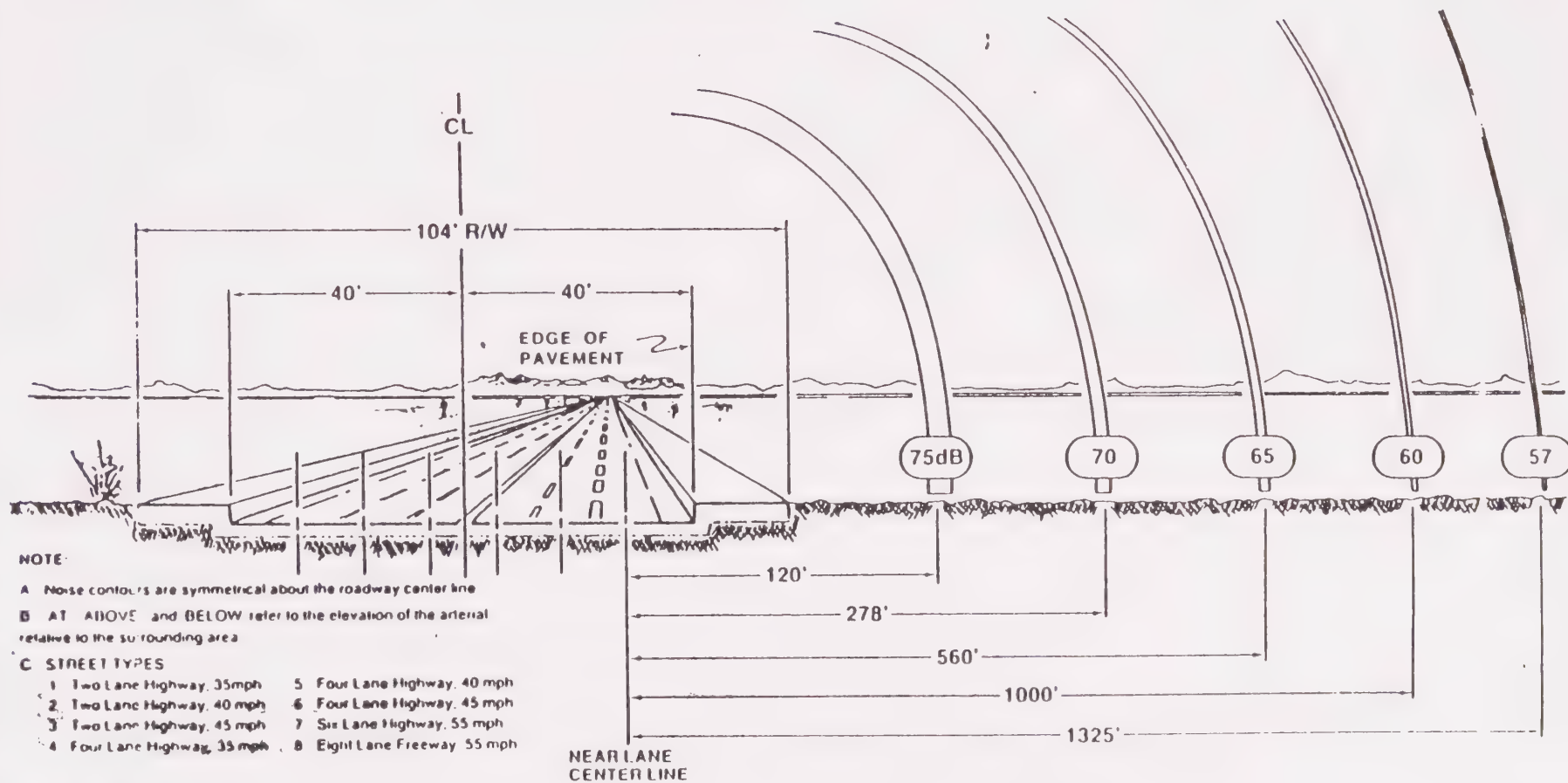




## MAJOR HIGHWAY

TYPICAL: ARTERIAL REACH  
ROUTE 15  
 N O Route 215

ST. TYPE	GRADE	TRUCK MIX		ADT	Ldn @ 50'	DISTANCE TO CONTOURS, 1987					
		% MTr	% HTr			57dB	60dB	65dB	70dB	75dB	80dB
7	AT	4.3	15.7	59,300	79.5	1325	1000	560	278	120	---



Typical Major Highway Cross Section with Ldn Contours Adjacent to the Roadway.  
 (For a complete listing of contour distances, refer to Tables 1-4.)



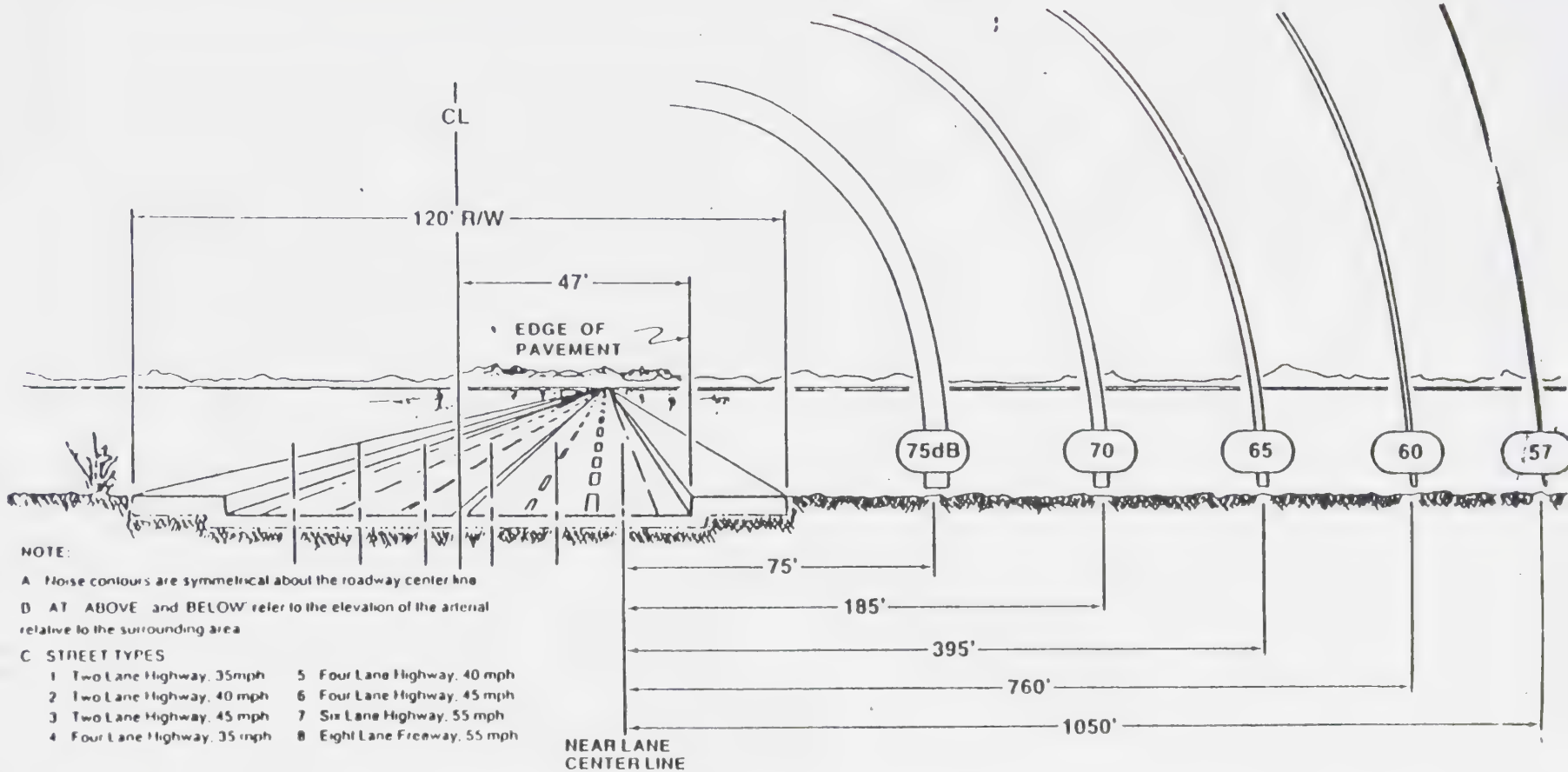


## DIVIDED MAJOR HIGHWAY

TYPICAL: ARTERIAL REACH  
ROUTE 10

N O Riverside County Line

ST.		TRUCK MIX			Ldn	DISTANCE TO CONTOURS, 1987					
TYPE	GRADE	% MTr	% HTr	ADT	at 50'	57dB	60dB	65dB	70dB	75dB	80dB
7	AT	5.4	8.1	48,400	77.0	1050	760	395	185	75	---



Typical Divided Major Highway Cross Section with Ldn Contours Adjacent to the Roadway.  
(For a complete listing of contour distances refer to Tables 1-4.)





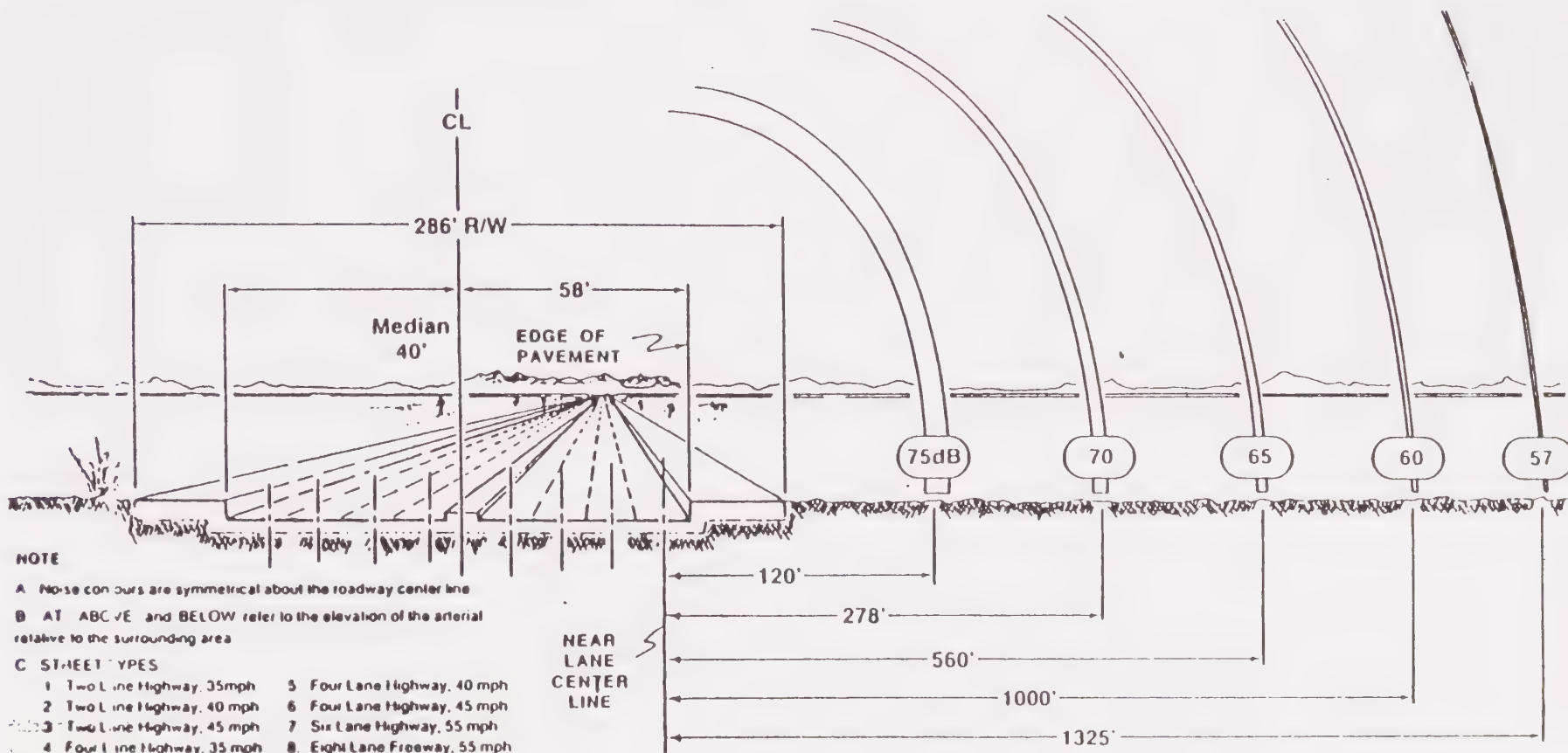




# FREEWAY

TYPICAL: ARTERIAL/REACH  
ROUTE 15  
 S O Route 10

ST. TYPE	GRADE	TRUCK MIX		ADT	Ldn @ 50'	DISTANCE TO CONTOURS, 1987					
		% MT	% HT			57dB	60dB	65dB	70dB	75dB	80dB
8	AT	4.1	21.5	46,700	79.5	1325	1000	560	278	120	---



Typical Freeway Cross Section with Ldn Contours Adjacent to the Roadway.  
 (For a complete listing of contour distances refer to Tables 1-4.)



**4. Freeway and Highway Traffic Noise**

$L_{dn}$  values at the closest residential locations bordering the 10 freeway are currently in the range of 70 to 75 dB. This range of levels is greater than is generally considered acceptable and may compromise the welfare of local residents.

**5. Traffic Noise from Major and Secondary Arterials**

The  $L_{dn}$  values at residential locations directly adjacent to most of the major and secondary arterials within the City currently exceed 65 dB. The noise exposure at these residential locations is considered to be excessive. Excessive noise levels of roads having an ADT (Average Daily Traffic) count of less than 5,000 generally fall within the public right-of-way, not affecting adjacent properties. Therefore, these are not included. **Table VIII-2** below provides a listing of representative arterials within the City and the  $L_{dn}$  measured or estimated (based on limit measurements) at adjacent residential locations.

**Table VIII-2  
Typical Traffic Noise Levels at Adjacent Residential Locations**

$L_{dn}$  70 to 75 dB

Yucaipa Boulevard  
California Street

$L_{dn}$  65 to 70 dB

Bryant Street

**6. Aircraft Noise from Commercial Airports**

Aircraft noise is not expected to be an area of significant impact within Yucaipa as no existing commercial airports are near enough in proximity to the City to be the source of significant noise impacts.

**7. Aircraft Noise from Military Airports**

The nearest airport to the City of Yucaipa is Norton Air Force Base, northwest of Mentone. However, the impact from this airport is not anticipated to be significant due to its distance from the City.

**8. Railroad and Classification Yard Noise**

There are no railroads or railroad facilities within the City.

**9. Rapid Transit**

There are no ground rapid transit systems within the City to be analyzed.

**10. Commercial/Industrial Noise**

In general, commercial/industrial noise within the City of Yucaipa is not considered to be a serious problem. However, where residential locations are adjacent to heavy industrial zones or trucking operations a significant impact may exist. Such impacts are primarily related to noise generated by loading dock

operations, trucks entering and leaving the area and mechanical equipment located outside buildings. **Table VIII-3** below provides a summary of typical noise levels in the vicinity of commercial/industrial operations.

**Table VIII-3**  
**Typical Commercial/Industrial Noise Levels**

<u>Noise Source</u>	<u>Noise Levels</u>
Truck and Cement Loading	83 dB(A) @ 60'
Metal Dropping	68 dB(A) @ 65'
Hammering, Airtools, Paging, Forklift Operations	73 dB(A) @ 200'
Batch Plant	N/A
Truck Loading, Compressor Operations	55 dB(A) @ 1,000'
Hammering, Airtools, Paging, Forklift Operations, Tow Truck	74 dB(A) @ 150'
Sawing and Forklift Operations	67 dB(A) @ 750'

The impact of normal construction activity during the daytime hours is considered nominal. However, late night and weekend disturbances caused by construction noise may cause a significant impact when experienced at nearby residential locations. An  $L_{eq}$  and  $L_{dn}$  estimation procedure for construction noise activity is included as **Appendix H**, "Construction and Activity Noise Contour Methodology."

## 11. Recreation

Recreational uses can also produce excessive noise levels. In the City, such uses include shooting facilities, water sports areas and outdoor concerts, as well as the use of off-road vehicles. Typical noise levels for recreational sites are summarized in **Table VIII-4** below.

**Table VIII-4**  
**Typical Recreational Noise Levels**

<u>Type of Activity</u>	<u>Maximum Noise Levels</u>
Off-Road Vehicle Activity	76 dB(A) @ 100'
Fairs and Carnivals	60 dB(A) @ 1,500'
Motorcycle Riding	62.5 dB(A) @ 300'
Group Picnic Area	67 dB(A) @ 300'
Shooting Range	71.5 dB(A) @ 250'

### a. Shooting Ranges

The noise level generated by a firearm will depend on the type of weapon, the amount of powder per case and the direction of discharge. The following measured noise levels are typical of the listed sources. (See also **Table VIII-4** above.)



<u>Weapon</u>	<u>Maximum Noise Level</u>
Shotgun, Remington Model 1100, 12 gauge, 26" barrel	84 dB(A) @ 3,000'
.38 Caliber Smith & Wesson 38 Special	66 dB(A) @ 3,000'
.30 Caliber Carbine, Ruger single action	65 dB(A) @ 3,000'

b. Off-Road Motorcycle Racing

Noise measurements taken for ten motorcycles in a pass-by at 50 feet have maximum sound levels ranging from 89 dB(A) at 50 feet for a 500 cc 2-stroke Honda to 77 dB(A) at 50 feet for a 250 cc 2-stroke Honda.

Confined course riding also generates significant noise levels.

Measurements indicate a maximum sound level of 77 dB(A) at 100 feet for ten motorcycles with displacement ranging from 250 cc to 600 cc.

(See also **Table VIII-4** above.)

## 12. Noise-sensitive Locations--Schools

In general, existing noise levels at schools are not considered to be excessive.

However, measurements indicate that  $L_{eq}$  values may exceed 52 dB at the exterior facade of classrooms at Yucaipa Elementary School on California Street.

In addition, several other sources of noise affect City residents in their daily activities. They include the following.

- Mechanical/Electrical Equipment  
(i.e., air conditioning, refrigeration units, swimming pool and spa pumps and filters, air compressors)
- Power Tools  
(i.e., lawn mowers, leaf blowers, other gardening equipment)
- Construction Activities  
(i.e., construction, repair, remodeling or grading)
- Animal Noise  
(i.e., barking dogs)
- Other Human-related Activity  
(i.e., loud parties, music, radio, television, children playing)

## C. Future Trends

### 1. Mobile Noise Sources

#### a. Motor Vehicles

As the City continues to develop, and predicted increases in traffic occur, motor vehicle noise will continue to be significant, even if individual vehicles eventually meet State noise standards. An increased use of mass transit systems and effective noise barriers may contribute to noise reduction. Future motor vehicle noise contours projected for the year 2007, incorporating an assumed future motor vehicle noise reduction of 1.9 dB(A) are described in **Table VIII-5** below.

**Table VIII-5**  
**Future Noise Contours**

<u>Arterial</u>	<u>Grade</u>	<u>L<sub>dn</sub> at 50'</u>	<u>Distance to Contours</u>			
			<u>60dB</u>	<u>65dB</u>	<u>70dB</u>	<u>75dB</u>
Route 10 at Yucaipa Boulevard	AT	82.0	1250	760	395	185
Bryant Street at Yucaipa Boulevard	AT	72.5	428	200	83	---
California Street at Avenue "E"	AT	68.0	215	90	---	---
Yucaipa Boulevard at 13th Street	AT	73.0	460	215	90	---

#### b. Aircraft

Although aircraft are becoming quieter, increased traffic and greater demand for new airport facilities may limit substantial progress in noise reduction efforts. The role of the ALUC in reconciling noise levels with land use compatibility is extremely important. Military supersonic and low altitude flight corridors should have a reduced impact on residents as a Bureau of Land Management exchange program removes residents from these areas.

### 2. Stationary Noise Sources

As the City continues to develop, it is expected that noise levels from stationary sources will increase. However, through the use of more comprehensive noise control measures, the enactment and enforcement of a noise ordinance and review during the development process, such impacts can be minimized.

## D. Noise Goals, Policies and Actions

The overall purpose of the City of Yucaipa General Plan Noise Element is to protect the citizens of the City from the harmful and annoying effects of exposure to excessive noise and to protect the economic base of the City by preventing the encroachment of incompatible land uses within areas affected by existing noise-producing uses.

The following General Plan goals for the Noise Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Committee and the City Council.

The corresponding policies focus on the prevention of new noise-related land use conflicts by requiring that all relevant development plans, programs and proposals be reviewed to determine whether such plans, programs and proposals adequately address noise and its potential affects. The information contained within this document should be used as a guideline for determining whether reported noise exposure or proposed noise mitigation measures are likely to achieve the desired results. Control of noise at the source and through the thoughtful location and orientation of receiving uses should be given preference over the control of noise at the path of transmission through the use of noise barriers.

**Goal N-1**      Develop and adopt specific policies and an effective implementation program to abate and avoid excessive noise exposures in the City.

### Policies

- A.      Require effective noise mitigation measures be incorporated into the design of new noise-generating and new noise-sensitive land uses.
- B.      Because excessive noise can interfere with sleep, speech and health, yet can be mitigated to acceptable levels through land use design requirements, the following actions shall be implemented.

### Actions

- 1.      Areas within the City shall be designated as "noise-impacted" if they are exposed to existing or projected future exterior noise levels from mobile or stationary sources exceeding the standards listed in **Tables VIII-6 and VIII-7**.
- 2.      New development of residential or other noise-sensitive land uses will not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into the project design to reduce noise levels to the standards of **Tables VIII-6 and VIII-7**. Noise-sensitive land uses include residential uses, schools, hospitals, nursing homes, churches and libraries.

**Table VIII-6**  
**Interior/Exterior Noise Level Standards**  
**Mobile Noise Sources**

Land Uses		L <sub>dn</sub> (or CNEL), dB	
<u>Categories</u>	<u>Uses</u>	<u>Interior</u> <sup>1</sup>	<u>Exterior</u> <sup>2</sup>
<b>Residential</b>	Single and Multi-family Duplex	45	60 <sup>3</sup>
	Mobile Home	45	60 <sup>3</sup>
<b>Commercial</b>	Hotel, Motel, Transient Lodging	45	60 <sup>3</sup>
	Commercial Retail, Bank, Restaurant	50	----
	Office Building, R and D, Offices	45	65
	Amphitheater, Hall, Auditorium, Theater	45	----
<b>Institutional/Public</b>	Hospital, School, Church, Library	45	65
<b>Open Space</b>	Park	----	65

- 1 interior living environment excluding bathrooms, kitchens, toilets, closets and corridors
- 2 outdoor environment limited to private yards of single-family dwellings, multi-family private patios or balconies, mobile home parks, hospital/office building patios, park picnic areas, school playgrounds and hotel and motel and recreation areas
- 3 An exterior noise level of up to 65 dB L<sub>dn</sub> (or CNEL) will be allowed, provided exterior noise levels have been substantially mitigated through a reasonable application of the best available noise reduction technology, and interior noise exposure does not exceed 45 dB L<sub>dn</sub> (or CNEL) with windows and doors closed. Requiring that windows and doors remain closed will necessitate the use of air conditioning or mechanical ventilation.

**Table VIII-7**  
**Hourly Noise Level Performance Standards**  
**Stationary and Other Locally-regulated Sources\***

Land Use Category	7am to 10pm		10pm to 7am	
	L <sub>eq</sub>	L <sub>max</sub>	L <sub>eq</sub>	L <sub>max</sub>
Residential or other noise-sensitive receivers	55 dB(A)	75 dB(A)	45 dB(A)	65 dB(A)

\*noise sources which are not preempted from local noise control, including vehicles operated on public roadways and aircraft in flight

3. When industrial, commercial or other land uses, including locally-regulated noise sources, are proposed for areas containing noise-sensitive land uses, noise levels generated by the proposed use shall not exceed the performance standards of **Table VIII-6** within outdoor activity areas. If outdoor activity areas have not yet been determined, noise levels shall not exceed the performance standards of **Table**



**VIII-6** at the boundary of areas planned or zoned for residential or other noise-sensitive land uses.

4. Prior to approval of proposed development of new residential or other noise-sensitive land uses in a noise-impacted area or a new noise-generating use in an area which could affect existing noise-sensitive land uses, an acoustical analysis shall be required. The appropriate time for requiring an acoustical analysis is during the environmental review process so that noise mitigation can be an integral part of the project design. The acoustical analysis shall conform to the following requirements.
  - a. The analysis shall be the responsibility of the applicant.
  - b. The analysis shall be prepared by a qualified person experienced in the fields of environmental noise assessment and architectural acoustics.
  - c. The analysis shall include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions.
  - d. The analysis shall include estimated noise levels in terms of the descriptors shown in **Tables VIII-6 and VIII-7** for existing and project future (20 years hence) conditions, with a comparison made to the adopted policies of the Noise Element.
  - e. The analysis shall include recommendations for appropriate mitigation to achieve compliance with the adopted policies and standards of the Noise Element. Where the noise source in question consists of intermittent, single events, the report must address the effects of maximum noise levels in sleeping rooms in terms of possible sleep disturbance.
  - f. The analysis shall include estimates of noise exposure after the prescribed mitigation measures have been implemented. If compliance with the adopted standards and policies of the Noise Element will not be achieved, acoustical information to support a statement of overriding considerations for the project must be provided.

5. The City of Yucaipa shall develop and employ procedures to ensure that requirements imposed pursuant to the finding of an acoustical analysis are implemented as part of the project review and building permit process.
  6. The City of Yucaipa shall enforce the State Noise Insulation Standards (California Administrative Code, Title 24) and Chapter 35 of the Uniform Building Code (UBC). Title 24 requires that an acoustical analysis be prepared for all new developments of multi-family dwellings, condominiums, hotels and motels proposed for areas within the 60 dB L<sub>dn</sub> (or CNEL) contour with a major noise source for the purpose of documenting that an acceptable interior noise level of 45 dB L<sub>dn</sub> (or CNEL) will be achieved with the windows and doors closed. UBC Chapter 35 requires that common wall and floor/ceiling assemblies within multi-family dwellings comply with minimum standards for the transmission of airborne sound and structure-borne impact noise.
- C. Because City residents may be exposed to vehicular noise sources in excess of acceptable levels, the City shall actively support enforcement of existing sections of the California Vehicle Code relating to adequate vehicle mufflers and modified exhaust systems. The City shall also limit truck traffic in residential and commercial areas to designated truck routes, limit construction, delivery and through truck traffic to designated routes, and distribute maps of approved truck routes to City traffic officers.
- D. Because the noise environment is dynamic, the City shall periodically review and update the Noise Element and effected portions of other General Plan elements to ensure that noise exposure information and specific policies are consistent with changing conditions within the City and with noise control regulations enacted after the adoption of this element.

**Goal N-2** Provide sufficient noise exposure information so that existing and potential noise impacts may be effectively addressed in the land use planning and project review processes.

**Policy**

- A. Because noise sources are transjurisdictional, the City of Yucaipa shall work to achieve maximum efficiency in abatement through inter- and intra-governmental coordination and public information through the following actions.

### **Actions**

1. Consider the following noise mitigation measures in the design of new and the rebuilding of existing City streets and highways.
  - a. alignment
  - b. barriers
  - c. lateral separation
  - d. vertical profile
  - e. other appropriate noise attenuation techniques
2. Include in the capital improvements budget funds for construction of remedial mitigation measures for areas impacted by existing highways and streets according to the following priorities.
  - a. degree of sensitivity
  - b. excess of the maximum allowable standards
  - c. length of time the noise impact existed
  - d. number of residential units
3. Examine the existing and projected future noise environment when considering amendments to the circulation system.
4. Compile and publish a list of standardized noise mitigation measures.

**Goal N-3**      Protect areas within the City where the present noise environment is within acceptable limits.

### **Policies**

- A. Because City residents are exposed to levels considered to be excessive from stationary sources such as industrial, recreational and construction activities, as well as mechanical and electrical equipment, the City shall enforce the Hourly Noise Level Performance Standards for stationary and other locally-regulated sources (**Table VIII-7**) through the development and implementation of a noise ordinance that will conform to the following criteria.

### **Actions**

1. The ordinance shall be consistent with this component of the General Plan and State law.
2. The ordinance shall include the development standards portion in the Development Code.

3. The ordinance shall establish a central authority in the County Department of Environmental Health Services with the responsibilities of Noise Ordinance enforcement, noise monitoring, noise problems and programs.
4. The ordinance shall establish a City Noise Abatement Program including an ongoing evaluation program to catalog, evaluate and solve noise complaints, test noise reduction measures for effectiveness, refine mitigation measures and assemble and study programs from the Environmental Protection Agency (EPA), the State Resources Agency and other Federal, County and State-related programs for input into the City Noise Abatement Program.
5. The ordinance shall develop an implementation chart identifying the responsibilities of each City division involved in the noise-related review process.
6. The ordinance shall require any project (new construction or additions) to meet the City Noise Ordinance standards as a condition of building permit approval.
7. The ordinance shall require developers to depict on any appropriate development application review (i.e., zone change, subdivision, site approval, site plan and building plans) any potential noise sources known at the time of submission and mitigation measures that ensure these noise sources meet City Noise Ordinance Standards. Such sources include, but are not limited to, the following.
  - a. truck pick-up and loading areas
  - b. mechanical and electrical equipment such as air conditioning, swimming pools pumps and filters, spa pumps, etc.
  - c. exterior work areas
  - d. exterior nuisances such as speaker boxes and outdoor public address systems
8. The ordinance shall condition subdivision approval adjacent to any developed/occupied noise-sensitive land uses by requiring the developer to submit a construction-related noise mitigation plan to the City for review and approval prior to the issuance of grading permits. The plan must depict the location of construction equipment and how the noise from this equipment will be mitigated during



construction of this project through the use of such methods as the following.

- a. temporary noise attenuation fences
  - b. preferential location of equipment
  - c. use of current technology and noise suppression equipment
- B. Because City residents are exposed to vehicular noise sources in excess of acceptable levels, new equipment and vehicles purchased by the City of Yucaipa shall comply with noise level performance standards consistent with the best available noise-reduction technology.

## Glossary of Terms

<b>dB(A)</b>	The <u>A-Weighted Sound Pressure Level</u> is the sound pressure level, in decibels, as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound, placing greater emphasis on those frequencies within the sensitivity range of the human ear.
<b>dB</b>	A <u>Decibel</u> is a unit for describing the amplitude of sound equal to twenty times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals. Because they are logarithmic, decibels are not additive. If two similar noise sources produce the same amount of noise (say, 100 dB each), the total noise level will be 103 dB, not 200 dB. An increase in noise level of 10 dB is generally perceived as being twice as loud.
<b>Ldn</b>	The <u>Day-Night Noise Level</u> is the average equivalent A-weighted sound level during 24-hour day obtained by adding ten decibels to the hourly noise levels measured during the night (from 10pm to 7am). In this way, Ldn takes into account the lower tolerance of people for noise during night-time periods.
<b>Noise Contour</b>	A <u>Noise Contour</u> is a line drawn about a noise source indicating constant levels of noise exposure. Noise contours represent lines of equal noise exposure, just as the contour on a topographic map represents lines of equal elevation. L <sub>dn</sub> is the metric utilized herein to describe community exposure to noise.
<b>Noise-Sensitive Land Uses</b>	<u>Noise-Sensitive Land Uses</u> include, but are not limited to, residences, schools, libraries, hospitals, churches, offices, hotels, motels and outdoor recreational areas. These typify land uses where suitability is restricted by intrusive noises. Hence, they are termed "noise-sensitive." Noise-sensitivity factors include interference with speech communication, subjective judgment of noise acceptability and relative noisiness, need for freedom from noise intrusion and sleep interference criteria. The Land Use Element of this General Plan provides a description of the residential areas throughout the City and is considered the source for the inventory of noise-sensitive areas.







## A. Introduction

Infrastructure and public facilities are defined as those resources, services, facilities and activities for which man is directly responsible. For the purposes of this plan, these include the following.

- Wastewater Systems
- Solid Waste Management
- Transportation/Circulation
- Energy/Telecommunication
- Housing
- Education
- Recreation
- Health Care
- Emergency Services
- Governmental Agencies

Generally, infrastructure resources describe who City residents are, how they are housed, the services they use, what can be done with the land and what infrastructure is needed to support development.

Many rapidly growing areas have found it difficult to expand infrastructure and public services quickly enough to keep up with new development. Development places demands on all public services. It is desirable that the infrastructure for water, sewer, drainage and roads be in place before urban development is permitted and that provision be made for education and emergency services at the time of occupancy. The pace of growth can be controlled by limiting capital investment in these facilities. For example, new subdivisions are required to tie into trunk lines leading to sewage treatment plants. If treatment capacity of either sewer or water is insufficient, then development is not allowed. In some cases where treatment capacity is inadequate, private developers may be required to construct treatment plants to serve large developments. Because facilities require large front-end capital expenditures, some form of municipal financing may be necessary.

The network of man-made and publicly-owned facilities such as roads, streets, water and sewer facilities forms the internal framework of a community. The timing and patterning of installing these facilities (capital improvements) will play a part in the implementation of the General Plan by impacting the distribution of land uses. Although capital facilities are not built to accommodate present and anticipated needs, some (most notably water and sewer facilities and roads) play a major role in determining the location, intensity and timing of future development.

The General Plan and accompanying Background Appendix identify existing capital facilities and the need for additional facilities. This discussion of capital facilities is included per Government Code Sections 65302 (a), (b) and (e). Among the statutory functions is "to annually review the capital improvement program of the City and the local public works projects of other local agencies for their consistency with the General Plan" (Government Code Section 65103 [c]).

The man-made resources section of this plan, along with those portions of other sections dealing with fire protection and flood control facilities, emphasizes the City's interest in managing growth to ensure that all land uses have adequate public services and facilities.

Each year, departments within the City and other local governmental agencies (including school districts and special districts ) constructing capital facilities must submit a list of proposed projects to the City's planning agency (Government Code Section 65401). The planning agency of the City must then review the project for conformity with the General Plan in those areas of City jurisdiction.

In lieu of considering individual projects or only those projects to be undertaken in a single year, the City will prepare and annually revise a Capital Improvement Program (CIP). The CIP projects annual expenditures for acquisition, construction, rehabilitation and replacement of public facilities such as sewer and water, highway improvements, street lights, traffic signals, parks, police and fire facilities and other public facilities. The CIP must be consistent with the General Plan. In Yucaipa, the CIP can help shape and time growth according to adopted policies.

The Housing Element requires that capital facilities be made available to future housing sites. The implementation program of the Housing Elements must identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels (Government Code Section 65583 [c]). Obviously, if an area lacks sewer and water service or adequate roads, it will not be available for residential development until such improvements are installed.

Many federal grant programs, including the Clean Air Act, the Water Pollution Control Act Amendments, the Housing and Community Development Act of 1974, the Public Works and Economic Development Act of 1976 and the National Historic Preservation Act of 1966 now require or encourage the consistency of federally-assisted capital projects with local, regional and state plans. For example, federal law (Section 176 of the Clean Air Act) requires that the population projections used in planning capital facilities conform to the assumptions contained in the regional air quality management plan adopted as part of the State Implementation Plan (SIP) when federal funding or approval is sought. The federal government will not support projects which fail to comply with the SIP and gives priority to implementing those programs which conform to the SIP. Clearly, it makes sense for local government to review regional and state plans and to incorporate applicable assumptions and projections into the local general plan.

Man-made resources, including public services/facilities and capital improvements, are also important in a regional sense. The growing interrelatedness of planning issues among local governments applies directly to local capital improvement projects. The other facilities within the City can impact communities adjacent to Yucaipa by encouraging or deflecting the direction of growth. Local decisions regarding capital improvements may, in turn, impact the planning assumptions and projections of neighboring jurisdictions. This is another reason why it is important that local governments coordinate their general plans with the plans of their neighbors and special districts.



## **B. Existing Infrastructure and Future Needs**

### **1. Solid Waste**

#### **a. Existing Facilities and Services**

Solid waste disposal in Yucaipa is provided by Yucaipa Disposal Company, which also serves nearby County areas. Trash pick-up service is currently voluntary, but may soon become mandatory for residents and businesses in the City. The disposal company has a fleet of approximately 20 trucks, which is sufficient for current needs. Additional trucks would be added if service were to be expanded. All solid waste from the City of Yucaipa is currently dumped at the landfill on Refuge Road in the San Timoteo Canyon area of Redlands. The disposal company hauls approximately 3,300 tons of refuse to the landfill each month, two-thirds of which is generated by the City of Yucaipa. This landfill has an estimated 10 to 20 more years of capacity at the current rates. No subsequent landfill site has been identified.

#### **b. Recycling Programs**

As a result of AB 939, the Yucaipa Disposal Company has begun a mandatory pilot program for trash recycling as of July 1, 1991. A full-scale effort is to begin on January 1, 1993. The program calls for the separation of trash by glass, metal and cans, newsprint and other paper. Also, an effort already underway to divert organic wastes such as lawn clippings and garden refuse into compost production has reduced the cost of disposing of this type of material from around \$30/ton to \$19/ton. A reduction in the tonnage of waste deposited at the landfill has also occurred. It is expected that landfill dumping will continue to decrease as the recycling program expands. The recycling program calls for a 25% reduction in disposal by 1995 and a 50% reduction by the year 2000.

### **2. Sewer Service**

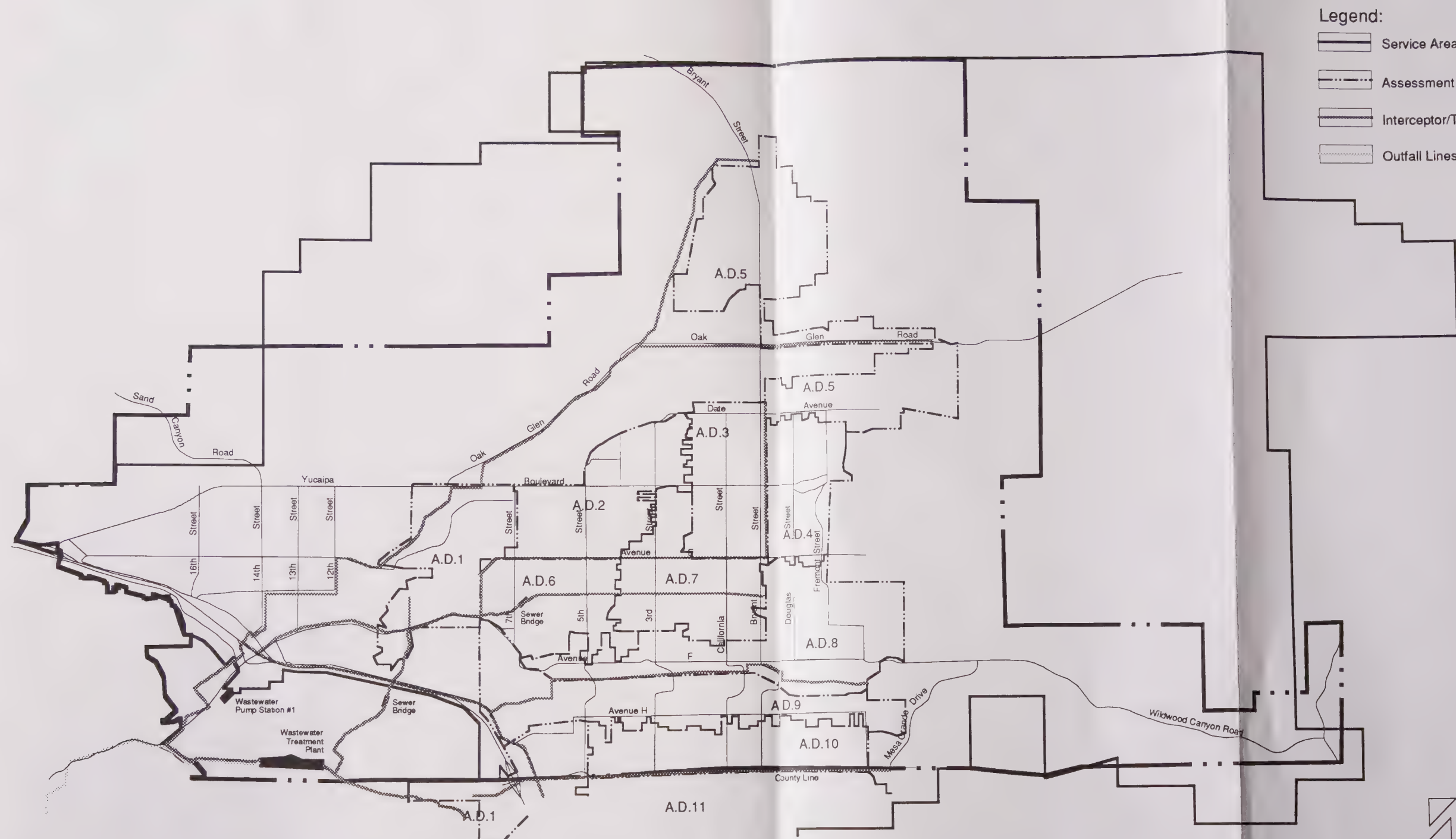
#### **a. Existing Facilities and Future Needs**





Sewage collection and treatment in Yucaipa is provided by the Yucaipa Valley Water District. The following discussion includes the entire service area, which extends beyond the Yucaipa City limits. As shown in **Exhibit IX-1, Sewer Service Map**, the City is divided into various service zones with a network of interceptors or trunk lines. Portions of the Dunlap Acres and North Bench areas do not have sewer service and must rely on individual septic systems.

The District's sewage treatment plant can accommodate up to three million gallons per day (mgd). This facility is being upgraded to handle 4.5 mgd and could be further expanded to treat up to 6 mgd for future needs. The design of the treatment plant is based on a generation formula of 300 gallons per unit per day. Based on this formula, however, there are 2,700 more connections than the plant could handle. Actual demand is estimated



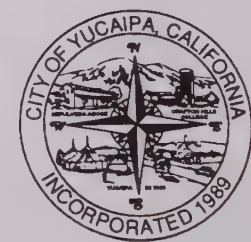




- Legend:
-  Service Area Boundary
  -  Assessment District
  -  Interceptor/Trunk Lines
  -  Outfall Lines



4000'



## Sewer Service Map

prepared by  
J.L. Webb Planning, Inc. 



at around 215 gallons per unit per day for a total of 2.8 mgd. Another 5.6 mgd capacity plant is being considered for the upper San Timoteo Creek area. This will most likely be a tertiary treatment facility. Tertiary treatment refers to cleaning the effluent to a degree which is not harmful to the environment but not quite to drinking water standards.

The plant being upgraded is also scheduled to become a tertiary treatment facility as of November of 1993. There are no current plans to extend interceptor lines or expand the service area.

b. Address

Yucaipa Valley Water District  
12770 Second Street  
Yucaipa 92399  
(714) 797-5117

Treatment Plant  
Crow Canyon, west of I-10

### 3. Water Service

a. Existing Facilities

There are three water companies which provide water service for the City of Yucaipa. These companies--the Yucaipa Valley Water District, South Mesa Mutual Water District and Western Heights Water District. Although these districts are affiliated with the San Bernardino Valley Municipal Water District (MWD), the MWD pipeline stops in Redlands and does not currently provide any water to Yucaipa. Bond money has been set aside for an extension, but construction is still pending.

The California State Department of Health Services, Office of Drinking Water regulates water service in the State. This office has set a limit of 8,200 connections for the Yucaipa Valley Water District. There are currently approximately 7,800 connections served by the district. Also, the YVWD Board of Directors has adopted an ordinance, 30-1989, which limits the district to no more than 300 additional water service connections per year. A copy of this ordinance is available from the YVWD office. The motivation for this limit, as stated in the ordinance, is a concern for potential problems with overdraft of the groundwater supply. Also, the Western Heights Water District is reported to have an overdraft problem.

b. Future Facilities

A variety of projects are currently underway which are intended to improve and increase the water service in the City. The State Office of Drinking Water gives permission to local water districts for additional connections based on any increases in capacity which they are notified of in the mandatory quarterly reports. Yucaipa Valley Water District, for example, is restricted from adding any connections in the Wildwood Canyon area even though the district's total connection limit has not been reached. This is due to other limitations such as pipe sizes and pressure

needs. The Office of Drinking Water has also restricted additional water hook-ups in YVWD service zones 9 and 14. South Mesa Water District is involved in the engineering for a new well which it hopes to have on line by the end of 1992. South Mesa is also 60% complete on a program to upgrade all its water meters and is making initial investigations into adding a new reservoir to its system. Western Heights Water District has built a new 2 mg reservoir north of Tennessee Street near 18th Street.

YVWD has a new one million gallon reservoir just constructed in Wildwood Canyon. The district is also planning to replace an existing 600,000 gallon reservoir and add a new 2 million gallon reservoir to its system within two years. Well site #51 near Bryant Street at the north City boundary is in the planning stages and may eventually include a new reservoir. YVWD is also looking into the feasibility of constructing a suction-type reservoir in the Oak Glen Wash area.

The agricultural operations at Chapman Ranch are already provided with 1,400 to 1,600 acre-feet of water by on-site wells. It is anticipated that this system will be utilized as the ranch is developed and will not create a substantial additional demand on the three existing water districts in the City.

A cooperative effort is being initiated by the YVWD to make use of the anticipated 3 mgd or more tertiary-treated water available from the upgraded sewer plant. This water, which can be used for irrigation purposes, could be available as soon as 1993 for landscaping along the I-10 freeway, crops in the San Timoteo area, on Crafton Hills College grounds and even for the regional park landscaping. Use of this water could alleviate some of the future need for increasing infrastructure and groundwater pumpage.

c. Addresses

Yucaipa Valley Water District  
12770 Second Street  
Yucaipa 92399  
(714) 797-5117

Western Hts. Water Co.  
32532 Avenue "D"  
Yucaipa 92399  
(714) 790-1901

South Mesa Water Company  
391 West Avenue "L"  
Calimesa 92320  
(714) 795-2401

4. **Storm Drains**

The City of Yucaipa is located within a drainage basin tributary to Live Oak Creek, except for two small areas which flow to either Mill Creek or the Riverside County Channel. Within the drainage basin, there are two existing major drainage channels--Wilson Creek and Wildwood Creek--both of which flow into Live Oak Creek at the western boundary of the City. These existing natural drainage



channels are not adequate to meet the flow which will be generated as a result of new development in the City. In fact, periodic flooding is currently experienced in some areas. (Refer to the Storm Drain Plan, **Exhibit IX-2.**) In order for new development to take place, extensive drainage work will be required.

## **5. Flood Control**

The "Report on Comprehensive Storm Drain Plan No. 5" was prepared in May of 1979 by Associated Engineers for the San Bernardino County Flood Control District for Zone 3, Yucaipa area. This report provides a detailed description of the area's existing storm drain facilities and needs, hydrological and hydraulic design criteria for the proposed storm system and a cost estimate for its construction. A map of the proposed system is included in the Safety Element. As of this writing, only a small portion of the proposed additional storm drain system has been constructed. This consists of a section of storm drain in a mobile home park area between 4th and 6th Streets located along the Chicken Springs Wash Storm Drain Line #20A. A portion of the proposed system has been constructed in Gateway Wash. Funding has been unavailable for further construction of the system.

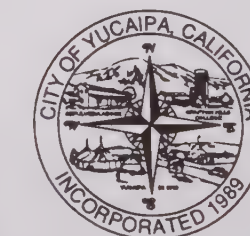
Existing storm drain facilities in Yucaipa include improved channels in Yucaipa Creek southwest of the freeway, Live Oak Canyon, Wilson Creek and Oak Creek, as well as reservoirs at the Yucaipa Lakes Regional Park and a flood control basin north of Oak Glen Road east of Bryant Street and nearby spreading grounds. The proposed expansion of the storm drain system is quite extensive and includes the extension of existing improved channels to the base of the hills, the addition of improved channels or underground drains along the County line, Yucaipa Creek northeast of the freeway, Chicken Springs Wash, Gateway Wash and the Mill Creek tributary, as well as other branches and tributaries. This proposed expansion of the storm drain system would increase the linear footage of improved channels and underground drains from 18.2 miles to 70.3 miles, an increase of 386%.

## **6. Electricity**

### **a. Electrical Transmission Lines**

The aesthetic impacts of major transmission lines shall be addressed when considering the location, method and materials to be used. Generally transmission line towers shall be located for minimal visibility. Proper use of backdrop, screening and weathering or non-reflective materials can help to reduce visibility. Where the transmission facilities cannot be hidden or their negative effects reduced by location or screening, the use of specifically designed aesthetic towers or undergroundings should be considered. At road crossings of two or more circuits and where only a portion of the line is visible from the highway, the use of multiple circuit towers shall be considered in minimizing the impact of the lines at that point. Measures shall also be undertaken to minimize or eliminate radio and television reception interference, including the frequent cleaning of conductors in areas where interference has been identified as a potential problem.





## Storm Drain Plan

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IX-2





The joint use of electric transmission corridors by two or more utilities shall be encouraged when feasible in order to reduce the total number of corridors and service and access roads required. The relative advantages and disadvantages of locating a new line either adjacent to or widely separated from existing transmission lines shall be considered.

Where transmission lines cross known faults they shall, where applicable, be designed with the latest technology to resist the damaging forces of earthquakes.

b. **Electrical Substations**

Locations of substations shall be coordinated with the needs of the utilities delivering power into or receiving power from the station. This is particularly important in the development of the site's electrical layout to minimize costly and unsightly transmission line crossovers or the unnecessary duplication of facilities.

c. **Electricity is provided to the City by Southern California Edison.**

Southern California Edison, Redlands Office  
287 Tennessee  
Redlands 92373  
(714) 793-2153

7. **Natural Gas**

Natural gas is provided to the City by the Southern California Gas Company.

Southern California Gas Company, Redlands Office  
1981 Lugonia Avenue  
Post Office Box 3003  
Redlands 92373  
(714) 793-2725

8. **Energy/Telecommunication**

Southern California's rapid rate of growth has been accompanied by a tremendous increase in the demand for energy and telecommunications. This increased demand has resulted in a proliferation of centralized facilities and the various means of distribution, pipelines and facilities. Concurrent with the rise in demand for more energy and telecommunication sources has been the demand for more efficient production, distribution and use. In addition, new methods have led to an analysis of land development practices and land use patterns.

Telecommunication facilities utilizing line-of-site terminals and relay stations require prominent elevated sites, often atop scenic ridges or mountains. Major centralized energy generation plans currently consume vast quantities of land to distribute this energy over the large areas served. Transmission lines and pipeline corridors require an extensive commitment of ribbons of land. Because land and

scenic views are a precious resource, decentralization of smaller energy generation plants and the multiple use of corridors and prominent sites should be encouraged.

The increasing cost of energy has stimulated technological research and the development of alternative energy sources and efficient telecommunications systems. Use of solar energy for water and space heating is commercially feasible. Recent developments in the telecommunications industry have resulted in an increase in the number of companies and transmission facilities. Many companies are utilizing new, more efficient technology such as fiber optics in telecommunications.

The reduced use of energy and the increased use of telecommunications facilities can help to achieve a desirable situation in terms of land use planning.

Conservation and reduction of peak load electrical requirements are also means of reducing the demand for more facilities. A higher level of telecommunications use can reduce vehicle trips, transportation demands and office space requirements. No one governmental or private agency has total responsibility over energy and telecommunications development and use, but the actions of any one agency could have important consequences for the City of Yucaipa. The City has no regulatory control over energy facility siting for projects of 50 megawatts or greater. The California Energy Commission has the responsibility for siting power plants and certain energy transmission lines. The Public Utilities Commission has the responsibility for other energy transmission lines and plays a role in telecommunications regulation. Telecommunications are also regulated by the Federal Communications Commission. Participation and coordination is essential if the City is to have a voice in decisions which significantly affect land use. By combining its ability to influence energy and telecommunications facility siting with its direct regulatory powers, the City can be assured of adequate facilities and minimal adverse environmental impacts.

The energy resources available to the City are conservation, solar, geothermal, wind, hydropower, oil, gas and uranium. Conservation is a special energy resource because it is the prudent use of all natural and man-made resources. Conservation consists of the following elements.

- Reduced Demand from Lifestyle and Technological Changes
- Waste-to-Energy Conversion
- Recycling
- Co-generation
- Waste Reduction from Building and Equipment Design Standards, Transportation Habits and Land Use Design

The availability of each of these sources is dependent upon a variety of constraints. The most limiting factors are the physical potential energy contained within the resource and the cost to safely obtain the energy in usable forms. Determining how these resources should be utilized for the best quality of life and minimal environmental impact is imperative.

Telephone services are provided to the City by GTE.

(800) 482-6711 - residential

(800) 482-6712 - commercial

Cable television will be provided by Mountain Valley Cable and Southland Cablevision.

Mountain Valley Cable  
41003 Valley of the Falls Drive  
Forest Falls 92399

Southland Cablevision  
1722 Orange Tree Lane  
Redlands 92374

Energy and telecommunications services are an important quality of life element in the City of Yucaipa. The City has adopted the following policy as part of its General Plan.

## **9. Roads**

The firm of Robert Kahn, John Kain & Associates, Inc., professional transportation planning consultants, prepared an interim road report dated September, 1990 and amended in December of 1990 in support of a City-wide Capital Improvements Program for roadway facilities in the City of Yucaipa. This study identifies preliminary traffic circulation improvements based upon presently available traffic data and the City's Interim General Plan.

Kahn and Kain inventoried the existing circulation network throughout the City and met with City staff to compile information regarding existing traffic conditions and the existing fee program. Their report estimates the roadways' current level of service and identifies traffic circulation and related roadway improvements necessary to obtain acceptable and similar Levels of Service on relevant roadways within the City in the future. Their recommendations are as follows.

- a. Construction of New Roads
  - i. Oak Glen Road, between Avenue F and Avenue E (four-lane secondary highway)
  - ii. Avenue E, between Oak Glen Road and 8th Street (two-lane collector street)
  - iii. 14th Street, between Avenue F and existing 14th Street, to establish a four-way interchange with Calimesa Boulevard at Avenue F (four-lane secondary highway)
- b. Widening of Road to Six-lane Major Divided Highway
  - i. Yucaipa Boulevard, between 5th Street and the I-10 Freeway
- c. Widening of Roads to Four-lane Secondary Highways
  - i. California Street, between Avenue E and County Line Road
  - ii. Bryant Street, between Yucaipa Boulevard and County Line Road
  - iii. 5th Street, between Yucaipa Boulevard and County Line Road

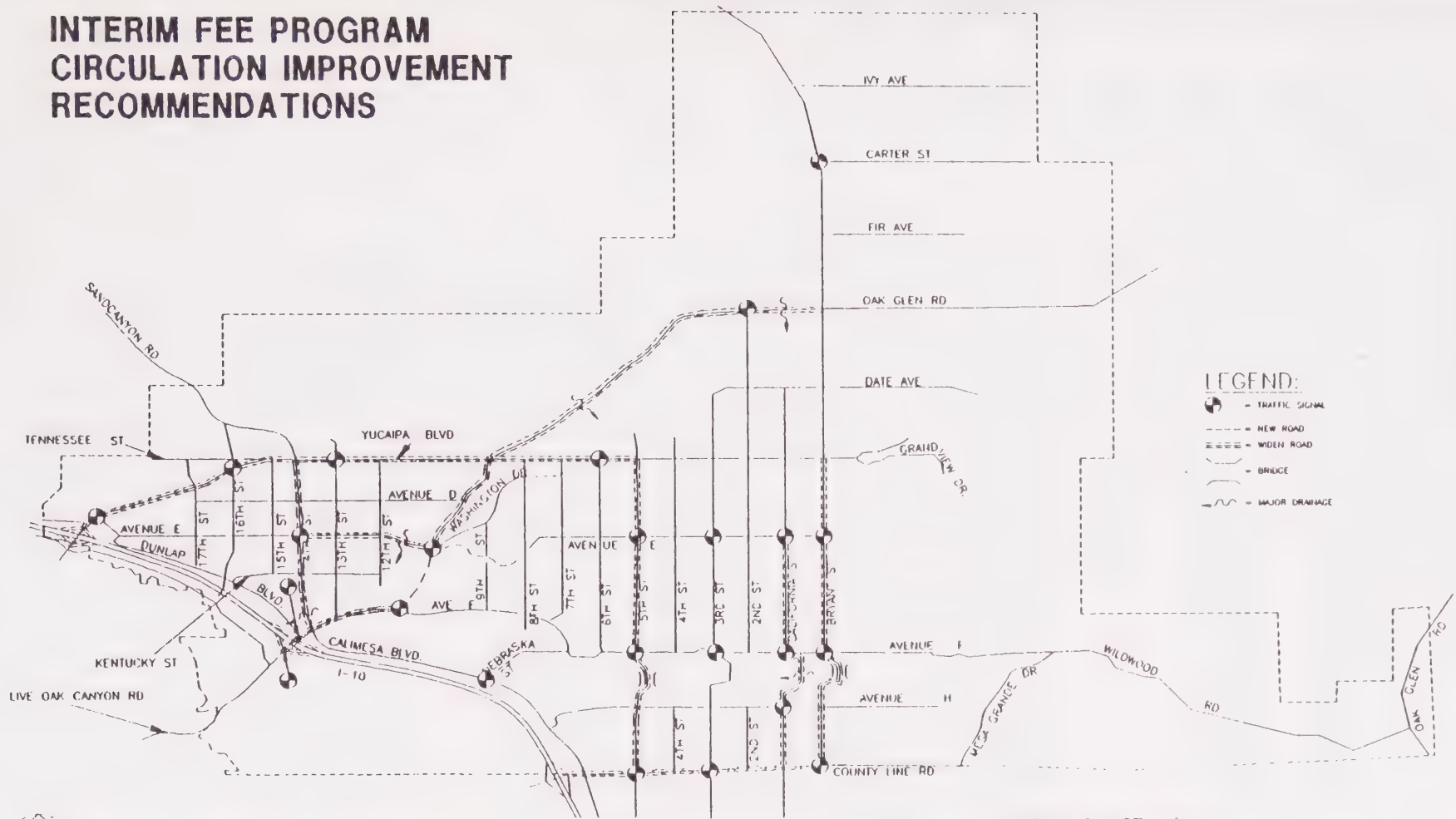


- iv. County Line Road, between Bryant Street and the I-10 Freeway
- v. 14th Street, between Yucaipa Boulevard and Avenue F
- vi. Avenue E, between 14th Street and Oak Glen Road
- vii. Avenue F, between Oak Glen Road and the I-10 Freeway
- viii. Oak Glen Road, between Avenue E and Bryant Street
  
- f. Widening of the I-10 Freeway Crossings and Off-On Ramps
  - i. Yucaipa Boulevard Interchange
  - ii. Live Oak Canyon Road Interchange
  
- g. Construction of New Traffic Signals at 13 Intersections
  
- h. Connection of All Traffic Signals with a City-wide Central Traffic Signal Control System
  
- i. Construction of Bridges across Flood Area Crossings
  - i. Bryant Street
  - ii. 5th Avenue
  
- j. Construction of Drainage Culverts at Flood Areas
  - i. Oak Glen Road, between Bryant Street and 2nd Street
  - ii. Oak Glen Road, between 4th Street and Yucaipa Boulevard
  - iii. Avenue E, between 12th Street and Oak Glen Road
  - iv. 14th Street, between Avenue F and existing 14th Street
  - v. California Street, between Avenue F and Avenue H

See also **Exhibit IX-3**, Interim Fee Program Circulation Improvement Recommendations, on the following page. For further information, see the Transportation and Circulation Element of this General Plan.



# INTERIM FEE PROGRAM CIRCULATION IMPROVEMENT RECOMMENDATIONS



City of Yucaipa, California

(Robert Kahn, John Kain)  
& Associates, Inc.



not to scale



Interim Fee Program Circulation Improvement Recommendations

## Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.

## IX-3



## C. Existing Public Facilities and Future Needs

### 1. Schools

The following information is based on a report compiled by Gloria Robards of the Yucaipa Joint Unified School District to be published in the summer of 1991.

#### a. School Districts and Facilities

The City is served by the Yucaipa Joint Unified School District. This district also serves areas outside the City limits and is affected by development within the City.

#### b. Enrollment History/Student Forecast

##### i. Enrollment History

From 1980 to 1988 the district student population growth slowdown was related in part to the following factors--the establishment of an additional private school which absorbed approximately 150 students; a smaller than predicted number of students moving into homes within the district; a continued building moratorium which was imposed by the Santa Ana Regional Water Quality Control Board. This restriction was lifted completely in 1986 with the dedication and operation of the new sewer treatment plant by the Yucaipa Valley Water District. Except for a burst of growth in 1985 when the new sewer system was under construction, limited growth continued at a reduced rate through this period in areas limited by the above restrictions. In some areas developers created their own self-contained sewer treatment systems. The Water Quality Control Board building moratorium did not apply to the Dunlap area (Western Heights Water District) or to the Calimesa area (South Mesa Water District). The following table represent the actual student enrollment figures for the period 1968 through 1990. See District Enrollment History, **Table IX-1**.

##### ii. Student Forecast

Since 1984, the Yucaipa Joint Unified School District has used a computerized student forecasting method based on the State Department of Education model. The projected student forecast is derived from the existing housing units and enrolled students district-wide, along with the annual forecasted increase in housing units.

The following charts provide related forecast information from the district. See **Tables IX-2 through IX-6** on the following pages.





## District Enrollment History: 1968-1991

### District Enrollment History Yucaipa Joint Unified School District (1968 - 1991)

Year	Total Elementary	Total Middle	Total High	Subtotal	Yearly K-12 Change %	GVHS	WCS	*PEP & NC	Grand Total	Yearly District Change %
1968	1,851	1,022	1,180	4,053	-	22	0	-	4,075	-
1969	1,882	982	1,263	4,127	1.83	21	10	-	4,158	2.04
1970	1,901	975	1,329	4,205	1.89	30	11	-	4,246	2.12
1971	1,907	986	1,392	4,285	1.90	31	9	-	4,235	1.86
1972	1,837	1,088	1,393	4,318	0.77	36	14	-	4,368	0.99
1973	1,812	1,116	1,448	4,376	1.34	21	35	-	4,432	1.47
1974	1,787	1,511	1,417	4,355	-0.48	45	31	-	4,431	-0.02
1975	1,792	1,195	1,468	4,455	2.30	63	28	-	4,546	2.60
1976	1,803	1,168	1,546	4,535	1.80	60	29	-	4,624	1.72
1977	1,880	1,141	1,709	4,730	4.30	90	29	-	4,849	4.87
1978	1,858	1,084	1,704	4,646	-1.78	107	39	-	4,792	-1.18
1979	1,868	1,016	1,677	4,561	-1.83	119	39	-	4,719	-1.52
1980	1,871	994	1,539	4,404	-3.44	100	34	-	4,538	-3.84
1981	1,852	1,082	1,476	4,410	0.14	77	40	-	4,527	-0.24
1982	1,869	1,111	1,453	4,433	0.52	71	45	-	4,549	0.49
1983	1,922	1,138	1,449	4,509	1.71	80	48	-	4,637	1.93
1984	1,953	1,092	1,492	4,537	0.62	96	44	30	4,707	1.51
1985	2,208	1,138	1,551	4,897	7.93	102	40	6	5,045	7.18
1986	2,284	1,140	1,553	4,977	1.63	111	60	52	5,200	3.07
1987	2,469	1,209	1,595	5,273	5.95	86	37	22	5,418	4.19
1988	2,650	1,226	1,575	5,451	3.38	84	50	28	5,613	3.60
1989	2,954	1,353	1,634	5,941	8.99	76	53	57	6,127	9.16
1990	3,248	1,359	1,806	6,413	7.94	102	47	89	6,651	8.55
1991	3,248	1,578	1,877	6,883	7.33	97	47	112	7,139	7.34

\*PEP, PEP Plus, and Non-Concurrent Students





## Ten-year Forecast of New Housing Unit Occupancy

### Ten-year Forecast of New Housing Unit Occupancy

Yucaipa Joint Unified School District  
October 18, 1990 through October 17, 2000

Years	90 - 91	91 - 92	92 - 93	93 - 94	94 - 95	95 - 96	96 - 97	97 - 98	98 - 99	99 - 2000
<b>Including Landmark Project * and Chapman Heights Project</b>										
Active Subdivisions	460	450	746	953	1,025	1,123	956	850	750	650
Plus Future Subdivisions	82	163	160	206	214	207	300	142	142	145
Subdivision Subtotal	542	613	905	1,159	1,234	1,330	1,156	992	892	795
Plus 15% Single Units	81	92	136	173	185	199	173	148	133	119
Grand Total	623	705	1,040	1,332	1,424	1,529	1,329	1,140	1,025	914
<b>Excluding Landmark Project and Chapman Heights Project</b>										
Active Subdivisions	460	450	646	753	400	423	206	100	100	100
Plus Future Subdivisions	61	104	100	150	724	200	200	200	200	200
Subdivision Subtotal	521	554	746	903	624	623	406	300	300	300
Plus 15% Single Units	78	83	112	135	94	93	61	45	45	45
Grand Total	599	637	858	1,038	718	716	467	345	345	345

\* Landmark Project - 2,100 units  
Chapman Heights Project - 2,349 units







**School Ten-year Enrollment Projection Report**  
Yucaipa Joint Unified School District  
1990 - 1991 through 2000 - 2001

School / Year	90 - 91	91 - 92	92 - 93	93 - 94	94 - 95	95 - 96	96 - 97	97 - 98	98 - 99	99 - 2000	2000 - 01
<b>(CAL) Calimesa Elementary School</b>											
Enrollment	648	675	721	769	832	965	1,083	1,186	1,251	1,290	1,313
Change	0	27	46	47	64	133	118	103	65	39	23
% Change	0.0	4.2	6.8	6.6	8.3	15.9	12.2	9.5	5.5	3.1	1.8
Cum. Change	0	27	73	121	184	317	435	538	603	642	665
% Cum. Change	0.0	1.2	11.3	18.6	28.4	48.9	67.1	83.0	93.0	99.1	102.6
<b>(DUN) Dunlap Elementary School</b>											
Enrollment	520	565	608	672	787	901	1,040	1,146	1,218	1,227	1,191
Change	0	45	43	64	113	113	139	106	73	9	37
% Change	0.0	8.7	7.6	10.6	17.1	14.4	15.5	10.2	6.4	0.7	-3.0
Cum. Change	0	45	88	152	267	381	520	626	698	707	671
% Cum. Change	0.0	8.7	16.6	29.3	51.4	73.2	100.0	120.3	134.3	136.0	129.0
<b>(VAL) Valley Elementary School</b>											
Enrollment	562	627	638	662	672	700	718	747	744	742	739
Change	0	65	11	25	10	27	18	29	-3	-3	-2
% Change	0.0	11.5	1.7	3.9	1.5	4.1	2.6	4.0	-0.4	-0.4	-0.3
Cum. Change	0	65	76	101	110	137	155	185	182	180	177
% Cum. Change	0.0	11.5	13.5	17.9	19.7	24.6	27.8	32.9	32.4	32.0	31.5
<b>(YES) Yucaipa Elementary School</b>											
Enrollment	748	770	842	882	936	945	954	946	931	917	918
Change	0	22	73	39	54	9	9	-8	-15	-14	0
% Change	0.0	2.9	9.5	4.7	6.1	0.9	1.0	-0.8	-1.6	-1.5	0.0
Cum. Change	0	22	94	134	188	197	206	198	183	169	170
% Cum. Change	0.0	2.9	12.6	17.9	25.1	26.3	27.5	26.5	24.5	22.6	22.7
<b>(RES) Ridgeview Elementary School</b>											
Enrollment	677	722	741	802	829	862	876	880	882	881	885
Change	0	45	18	61	27	33	14	4	1	-1	4
% Change	0.0	6.7	2.6	8.2	3.3	4.0	1.6	0.5	0.2	-0.1	0.5
Cum. Change	0	45	64	125	152	185	199	203	205	204	208
% Cum. Change	0.0	6.7	9.4	18.4	22.4	27.3	29.4	30.0	30.2	30.1	30.7
<b>Total Elementary</b>											
Enrollment	3,155	3,359	3,550	3,787	4,056	4,372	4,671	4,904	5,026	5,057	5,046
Change	0	204	194	237	270	316	299	234	122	31	-12
% Change	0.0	6.5	5.7	6.7	7.1	7.8	6.8	5.0	2.5	0.6	-0.2
Cum. Change	0	204	395	632	907	1,217	1,516	1,749	1,871	1,902	1,891
% Cum. Change	0.0	6.5	12.5	20.0	28.6	38.6	48.0	55.4	59.3	60.3	59.9
<b>(YMS) Yucaipa Middle School</b>											
Enrollment	1,452	1,557	1,666	1,778	1,904	2,052	2,193	2,302	2,359	2,374	2,368
Change	0	125	89	112	126	148	141	109	57	15	-6
% Change	0.0	8.6	5.6	6.3	7.1	7.8	6.9	5.0	2.5	0.6	-0.2
Cum. Change	0	125	214	326	452	600	741	850	907	922	916
% Cum. Change	0.0	8.6	14.7	22.5	31.1	41.3	51.0	58.5	62.5	63.5	63.1
<b>(YHS) Yucaipa High School</b>											
Enrollment	1,806	1,919	2,028	2,164	2,318	2,499	2,669	2,803	2,872	2,889	2,883
Change	0	113	109	136	154	181	170	134	69	17	-6
% Change	0.0	6.3	5.7	6.7	7.1	7.8	6.8	5.0	2.5	0.6	-0.2
Cum. Change	0	113	222	358	512	693	863	997	1,066	1,083	1,077
% Cum. Change	0.0	6.3	12.3	19.8	28.3	38.4	48.8	55.2	59.0	60.0	59.6



## School Enrollment Projection Report

# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.



Table  
**IX-3**





## Historical and Forecasted Student Enrollment with Related Student Capacity Changes Yuccaipa Joint Unified School District

Timeline Years	History							Current	Forecast									
	84-85	85-86	86-87	87-88	88-89	89-90	90-91	91-92	92-93	93-94	94-95	95-96	96-97	97-98	98-99	99-00	00-01	01-02
<b>Grade Level</b>																		
Elementary	1,953	2,208	2,284	2,469	2,650	2,954	3,155	3,428	3,611	3,798	4,062	4,330	4,569	4,742	4,777	4,725	4,653	
PV Mid-School	-	-	-	-	-	-	1,452	1,578	1,210	1,274	1,362	1,452	1,532	1,590	1,602	1,584	1,560	
Mid-School	1,092	1,138	1,140	1,209	1,226	1,353			1,066	1,121	1,199	1,278	1,349	1,400	1,410	1,395	1,374	
High School	1,492	1,551	1,553	1,595	1,575	1,634	1,806	1,877	1,363	1,434	1,534	1,635	1,725	1,790	1,803	1,784	1,757	
<b>Total</b>	<b>4,537</b>	<b>4,897</b>	<b>4,977</b>	<b>5,273</b>	<b>5,451</b>	<b>5,941</b>	<b>6,413</b>	<b>6,883</b>	<b>7,250</b>	<b>7,627</b>	<b>8,157</b>	<b>8,695</b>	<b>9,175</b>	<b>9,522</b>	<b>9,592</b>	<b>9,488</b>	<b>9,344</b>	

<b>Annual Changes</b>																		
Elementary	-	255	76	185	181	304	201	273	183	188	264	268	239	173	34	-52	-71	
PV Mid-School	-	0	0	0	0	0	0	0	1,210	64	89	90	80	58	12	-18	-24	
Mid-School	-	46	2	69	17	127	99	126	-512	55	78	79	71	51	10	-15	-21	
High School	-	59	2	42	-20	59	172	71	-514	71	100	101	90	65	13	-20	-27	
<b>Total (annual)</b>	<b>-</b>	<b>360</b>	<b>80</b>	<b>296</b>	<b>178</b>	<b>490</b>	<b>472</b>	<b>470</b>	<b>367</b>	<b>378</b>	<b>531</b>	<b>538</b>	<b>480</b>	<b>347</b>	<b>69</b>	<b>-105</b>	<b>-143</b>	
<b>Z Change</b>	<b>8</b>	<b>2</b>	<b>6</b>	<b>3</b>	<b>9</b>	<b>8</b>	<b>7</b>	<b>5</b>	<b>5</b>	<b>7</b>	<b>7</b>	<b>6</b>	<b>4</b>	<b>1</b>	<b>-1</b>	<b>-2</b>		

<b>Student Capacities (Current / Optimum)</b>																		
Elementary-Cur.	2,117	2,117	2,387	2,747	3,167	3,167	4,840	4,040	4,261	4,476	4,874	5,050	5,850	5,850	5,850	5,850	5,850	
Elementary-Opt.	1,654	1,654	1,924	2,284	2,704	2,704	3,440	3,440	3,632	3,816	4,154	4,300	5,100	5,100	5,100	5,100	5,100	
			(a)	(b)	(c)		(E5)		(d)	(e)	(f)	(g)	(E6)					
PV Mid-School (	-	-	-	-	-	-	-	-	1,350	1,688	1,688	1,688	1,688	2,338	2,338	2,338	2,338	
PV Mid-School-4	-	-	-	-	-	-	-	-	1,229	1,536	1,536	1,536	1,536	2,186	2,186	2,186	2,186	
									(M1)	(h)				(M2)				
Mid-School-Cur.	1,086	1,086	1,176	1,236	1,326	1,339	1,519	1,519	1,339	1,339	1,429	1,519	1,639	1,639	2,289	2,289	2,289	
Mid-School-Opt.	867	867	957	1,017	1,107	1,120	1,300	1,300	1,120	1,120	1,210	1,300	1,420	1,420	2,070	2,070	2,070	
			(i)	(j)	(k)	(l)	(m)		(n)		(o)	(p)	(q)		(J2)			
High Sch.- Cur.	1,577	1,577	1,577	1,577	1,637	1,637	1,817	1,937	1,637	1,637	1,787	1,787	1,937	2,017	2,017	2,017	2,017	
High Sch.- Opt.	1,444	1,444	1,444	1,444	1,504	1,504	1,684	1,804	1,504	1,504	1,654	1,654	1,804	1,894	1,894	1,894	1,894	
					(r)		(s)	(t)	(u)		(v)		(w)	(YHIS1)				
<b>Total - Cur.</b>	<b>4,780</b>	<b>4,780</b>	<b>5,140</b>	<b>5,560</b>	<b>6,130</b>	<b>6,143</b>	<b>7,376</b>	<b>7,496</b>	<b>8,587</b>	<b>9,140</b>	<b>9,778</b>	<b>10,044</b>	<b>11,114</b>	<b>11,844</b>	<b>12,494</b>	<b>12,494</b>	<b>12,494</b>	
<b>Total - Opt.</b>	<b>3,965</b>	<b>3,965</b>	<b>4,325</b>	<b>4,745</b>	<b>5,315</b>	<b>5,328</b>	<b>6,424</b>	<b>6,544</b>	<b>7,485</b>	<b>7,976</b>	<b>8,554</b>	<b>8,790</b>	<b>9,860</b>	<b>10,600</b>	<b>11,250</b>	<b>11,250</b>	<b>11,250</b>	

<b>New Housing:</b>	-	-	-	-	-	740	578	364	409	840	1,263	1,156	1,060	790	721	650	371	
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### Definition of Capacity Changes:

- |   |  |
|---|--|
| <p>(a) Add 3 reloc at CAL (90), 3 reloc at VAL (90) at YES (90) with a total 270 stu. cap. increase</p> <p>(b) Add 2 reloc at CAL (60), 5 reloc at VAL (150), 3 reloc at DUN (90), 2 reloc at YES (60) with a total 360 stu. cap. inc.</p> <p>(c) Add 4 reloc at CAL (120), 3 reloc at VAL (90), 5 reloc at DUN (150), 2 reloc at YES (60) with a total 420 stu. cap. inc.</p> <p>(d) Begin MTYRE at RES (opt) 958 (max) 1108 with a net stu. cap. increase of (opt) 192 (max) 121</p> <p>(e) Begin MTYRE at YES (opt) 920 (max) 1070 with a net stu. cap. increase of (opt) 184 (max) 215</p> <p>(f) Begin MTYRE at CAL (opt) 845 (max) 995 and at VAL (opt) 845 (max) 995 with a net stu. cap. inc. of (opt) 338 (max) 398</p> <p>(g) Begin MTYRE at DUN (opt) 732 (max) 882 with a net stu. cap. increase of (opt) 146 (max) 215</p> <p>(h) Begin MTYRE at PVMS (opt) 1536 (max) 1688 with a net stu. cap. inc. (opt) 307 (max) 338</p> <p>(i) Add 3 reloc at YMS with a 90 student capacity increase</p> <p>(j) Add 2 reloc at YMS with a 60 student capacity increase</p> <p>(k) Add 3 reloc at YMS with a 90 student capacity increase</p> <p>(l) Convert storage room into small classroom with a student capacity of 13</p> <p>(m) Add 6 reloc at YMS with a 180 student capacity increase</p> <p>(n) Remove 6 reloc at YMS with a 180 stu. cap. decrease and convert to Yuccaipa Junior High School (YJHS)</p> <p>(o) Add 3 reloc at YMS with a 90 student capacity increase</p> | <p>(p) Add 3 reloc at YMS with a 90 student capacity increase</p> <p>(q) Add 4 reloc at YMS with a 120 student capacity increase</p> <p>(r) Add 2 reloc at YMS with a 60 student capacity increase</p> <p>(s) Add 6 reloc at YMS with a 180 student capacity increase</p> <p>(t) Add 4 reloc at YMS with a 120 student capacity increase</p> <p>(u) Remove 10 reloc at YMS with a 300 stu. cap. decrease and 9th graders going to YJHS</p> <p>(v) Add 5 reloc at YMS with a 150 student capacity increase</p> <p>(w) Add 5 reloc at YMS with a 150 student capacity increase</p> <p>(E5) Redgewood Elementary Sch. on line July 1990 with a student capacity of (opt) 766 (max) 886</p> <p>(E6) Smith Elementary Sch. on line with a student capacity of 800</p> <p>(M1) Park View Middle Sch. on line with a student capacity of (opt) 1229 (max) 1350</p> <p>(M2) Construct second Middle Sch. (Phase I) with a student capacity of 650</p> <p>(J2) Construct second Junior High Sch. (Phase I) with a student capacity of 650</p> <p>YHIS1 Yuccaipa High School Expansion (Phase I) with a net inc. stu. cap. of 90. Add 13 reloc (390) and remove 10 reloc (300)</p> |
|---|--|







**District Summary**  
Yucaipa Joint Unified School District  
October CBEDS 1991

Sites	Original	Charge.	Student Capacity		Student Enrollment		
	Construction	Building	Optimum	Current	1990	1991	1992
	Date	Sq. Ft.	Standard	Standard	(A)	(B)	(B)
Elementary Schools							
1E CAL	1955	27,309	676	796	695	741	778
2E DUN	1952	26,793	586	706	480	520	557
3E VAL	1964	26,023	676	796	678	687	724
4E YES	1938	35,173	736	856	760	761	797
5E RES	1990	45,180	766	886	542*	719**	755
subtotal	-	160,478	3,440	4,040	3,155	3,428	3,611

<b>Middle Schools</b>							
1M YMS	1951	78,479	1,300	1,519	1,452	1,578	1,066
2M PVMS	1992	*87,424	-1,229	-1,350	-	-	1,210
subtotal	-	78,479	1,300	1,519	1,452	1,578	2,276

<b>High Schools</b>							
1H YHS	1964	128,099	1,804	1,937	1,806	1,877	1,363
subtotal	-	128,099	1,804	1,937	1,806	1,877	1,363

<b>K - 12 Schools</b>			6,544	7,496	6,413	6,883	7,250
Total	-	367,056	6,544	7,496	6,413	6,883	7,250

<b>Additional Schools</b>							
1CH GV	1972	3,613	143	148	102	97	97
1SE WC	1976	3,194	59	65	47	47	47
subtotal	-	6,807	202	213	149	144	144

<b>K - 12 and Additional Schools</b>							
subtotal	-	373,863	6,746	7,709	6,562	7,027	7,394

<b>PEP and Non-Concurrent Students</b>			50	60	89	112	112
subtotal	-	-	-	-	89	-	-

<b>Total District Students</b>							
Total	-	-	6,796	7,769	6,651	7,139	7,506

<b>Adult Education, Administrative Offices, M. &amp; O. Shop / Warehouse</b>							
<b>Third Street Site</b>							
1AS Adult	1950	3,285	-	-	-	-	-
Ed. Center	1979	11,581	-	-	-	-	-
subtotal	-	14,866	-	-	-	-	-
<b>Sixth Street Site</b>							
M. & O. /	-	-	-	-	-	-	-
Whse.	1950	3,681	-	-	-	-	-
Total	-	18,547	-	-	-	-	-

\* 93 sixth graders at RES are counted with YMS

\*\* 72 sixth graders at DUN and 113 sixth graders at RES are counted with YMS

\*\*\* The Park View Middle School capacities are referenced only until July 1992

(A) Last year Student Count - October 17, 1990 CBEDS

(B) Current Student Count - October 17, 1992 CBEDS

(C) District Forecast 1992 - 1993

The above student counts includes Special Ed. and Interdistrict students.



District Summary: October 1991

# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.

Table  
**IX-5**





## Student Population



### Student Population Yucaipa Joint Unified School District October 17, 1990 CBEDS Student Count (\*) with K - 12 Modified Cohort 6-year Projected Student Enrollment

The Chart Below Includes Special Education - Special Day Classes (126)  
and Excludes Students from Wildwood Canyon (47), Green Valley (102)  
PEP + (36), PEP (36) and Non-Concurrent Students (17).

Year	87 / 88	88 / 89	89 / 90	* 90 / 91	Avg. Change	91 / 92	92 / 93	93 / 94	94 / 95	95 / 96	96 / 97
K	435	485	498	486	7	493	500	507	514	521	528
1	426	437	525	526	28	514	521	528	535	542	549
2	412	452	488	572	45	571	559	566	573	580	587
3	393	436	512	521	41	613	612	600	607	614	621
4	404	397	494	550	39	560	652	651	639	646	653
5	399	443	437	500	23	573	583	675	674	662	669
6	400	410	458	466	21	521	594	604	696	695	683
7	412	408	442	492	29	495	550	623	633	725	724
8	397	408	453	494	40	532	535	590	663	673	765
9	482	490	489	560	96	590	628	631	686	759	769
10	389	410	473	474	-25	535	565	603	606	661	734
11	363	355	370	439	-36	438	499	529	567	570	625
12	361	320	302	333	-43	396	395	456	486	524	527
K - 5	2,469	2,650	2,954	3,155	-	3,324	3,427	3,527	3,542	3,565	3,607
6 - 8	1,209	1,226	1,353	1,452	-	1,548	1,679	1,817	1,992	2,093	2,172
9 - 12	1,595	1,575	1,634	1,806	-	1,959	2,087	2,219	2,345	2,514	2,655
<b>Total</b>	<b>5,273</b>	<b>5,451</b>	<b>5,941</b>	<b>6,413</b>	<b>-</b>	<b>6,831</b>	<b>7,193</b>	<b>7,563</b>	<b>7,879</b>	<b>8,172</b>	<b>8,434</b>
<b>Annual Student Change</b>	-	178	490	472	-	418	362	370	316	293	262
<b>Annual % Change</b>	-	3.4	9.0	7.9	-	6.5	5.3	5.1	4.2	3.7	3.2





To forecast future total annual housing unit occupancies with some degree of accuracy, the District Facilities Service Department has, since June of 1990, maintained a computer file of current tentative and final subdivision tracts, as well as a record of current paid building permit applications for multiple and single unit developers. By periodically canvassing the listed owners and developers, a 10-year occupancy schedule of the planned subdivision development has been prepared by district staff. This 10-year forecast is listed by both elementary school boundaries and study areas. Finally, these new housing units convert directly to new student growth through application of the study area computer formula resulting in a 10-year student forecasted growth for all district K-12 schools.

## **2. Libraries**

### **a. Existing Facilities**

Currently, one 11,318 square foot facility serves the City. This library is the regional facility for the San Geronio region, which stretches from East Valley to Twenty-nine Palms. This facility has the equivalent of 8.7 full-time staff members and a book stock of over 62,636 volumes. There is also a bookmobile which is periodically available from the East Baseline or Highlands branches. There is also a shut-in library service run by volunteers, as well as an adult literacy program.

### **b. Projected Needs**

An expanded facility of 21,400 square feet is planned within the next ten years. Per the County's Infrastructure Plan, this facility might be paid for by Development Impact Fees and will have an overall capacity of 0.4 square feet per resident. A possible joint library project is being considered with the City of Calimesa. This facility would likely be located in the southernmost part of Yucaipa or in north Calimesa.

## **3. Fire**

The following information was obtained from Chapter 3 of the "County-wide Services Developmental Impact Fee Study for the County of San Bernardino, California", the "Regional Fire Facility and Equipment Impact Fee" report and discussions with Paul Miller, Fire Marshall, and Ray Snodgrass, Battalion Chief, for the City of Yucaipa.

### **a. Level of Service Defined**

The definitions of the four levels of service provided by the County Fire Department are taken directly from the *National Fire Protection Association Manual*, Chapter 7, Section 15. In determining the existing level of service, the San Bernardino County Regional Fire Facility study identified the City of Yucaipa as an Urban II area, having areas with medium hazard occupancies, in accordance with the *National Fire Protection Association Handbook*, Chapter 2, Section 15. The Urban II

planning area typically has single and multi-family occupancies, with scattered small business and industrial occupancies. This regional classification is comprised of land use Improvement Levels One, Two and Three as defined in the San Bernardino County General Plan. The typical fire service response to a fire incident in this area would include three engines, one rescue and chief officer. A typical fire station with one engine and one rescue can provide adequate service to a population of approximately 9,000.

Because the City of Yucaipa is newly-incorporated, the standards set by the County are being used to establish a level of service for the City. The descriptive definition above is related to the improvement levels contained in the San Bernardino County General Plan. The three most descriptive improvement levels are based on a combination of population and building density.

i. Improvement Level One

This level is applied to those areas planned for the most dense and highest intensity levels of development. This may include large areas designated for commercial, industrial or multi-family residential areas. Most cities and their sphere of influence areas with high-density uses and higher density single-family residential uses make up the core areas of urban and urbanizing communities. The typical ultimate lot size is less than one-half acre.

ii. Improvement Level Two

This level is applied to areas where the planned density of development in the short term is relatively high and areas that are particularly developed and/or subdivided at an established land use pattern of predominantly one acre or less in size and where existing infrastructure facilities and distribution systems are largely in place. The typical ultimate lot size is between one-half acre and one acre.

iii. Improvement Level Three

This level is typically applied to areas that are considered transitional, i.e., areas that are difficult to label either rural or urban. An example of a level three area might be low density residential that is near an urban or urbanizing area. Such an area might have a significant amount of low-to-moderate density residential development of large acreage which is expected to convert to higher density in the next five to ten years.. The typical ultimate lot size is between one acre and five acres.

b. Level of Service

Fire protection is currently provided by the San Bernardino County Forestry and Fire Warden Department through County Service Area No. 38 (CSA 38). Within the City of Yucaipa there are two fire stations with four fire engines

and two rescues which serve a population of approximately 33,000. Adjacent to the City boundaries are three fire stations and four fire engines which serve through the City through the CSA 38 contract and an automatic aid agreement. This level of service provides a response time of approximately four to six minutes.

#### 4. Parks and Recreation

##### a. Existing Public and Private Facilities

Public recreation facilities owned by the City of Yucaipa are listed and described in **Table IX-7 and Exhibit IX-4**. The total of over 162 acres of parkland works out to approximately 4.6 acres per 1,000 persons. This is considered a fairly good quantity of recreational acreage. In addition to the City parks, the Yucaipa Lake Regional Park provides another 835 acres with picnicking, horseshoes, tent and RV camping, fishing and paddle-boating, as well as a pool and water slide. Much of the regional parkland is leased from the City.

No private recreational facilities are currently available in the City. However, there is one golf course in Calimesa, and a golf course is planned for Yucaipa itself, which may begin construction as early as 1993.

##### b. Park/Fee Requirements

The development impact fee formula for parkland is as follows.

# of dwelling units x occupancy factor x 0.0035 x land value

Occupancy factors are 2.2 persons per unit for multiple family units, 3.5 persons per unit for single family units, 3.0 persons per unit for single family planned development units and 1.5 persons per unit for mobile homes.

##### c. Proposed Needs

i. The overall amount of improved parkland in the City is sufficient for the recreational needs of Yucaipa residents. However, the distribution of parks throughout the City is such that the Dunlap area, the northeast portion of North Bench and the central core area north of Yucaipa Boulevard are lacking in directly-accessible recreational facilities. This imbalance may be corrected through additional parks or through the provision of transportation to nearby facilities.

##### ii. Swimming Pool

The local Sports Management Group has prepared a "City of Yucaipa Aquatics Study" in response to a concern for aquatic recreational needs in the City. Due to the extensive day and evening use of the swimming pool at the 7th Street park, a





# City of Yucaipa - Recreation Facilities Table

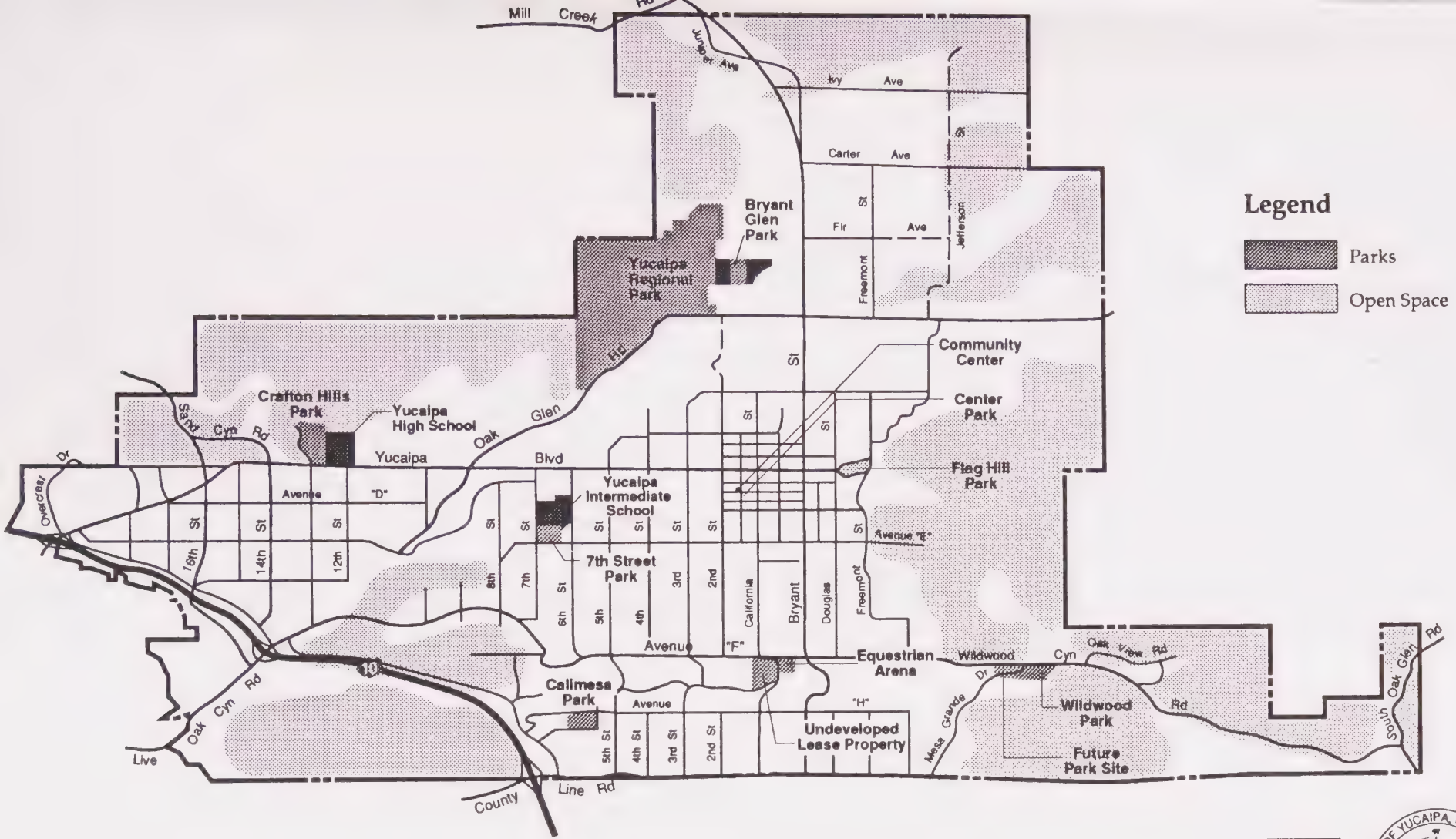
Park Name	7th Street	Bryant Glenn	5th Street	Wildwood	Center Park	Panther	Crafton	Equestrian	Flaghill	Comm. Center	Office	Total
Gross Acres	18.3	7.0	11.3	72.0	0.5	2.1	23.0	18.4	7.5	1.5	1.0	162.6
Developed Acres	17.0	7.0	11.0	10.0	0.5	2.0	15.0	10.0	3.0	2.0	1.0	78.5
Picnic Sites	22	-	10	15	2	-	-	4	3	-	2	58
Barbecues	10	-	5	5	2	-	-	-	2	-	-	24
Shelters	2	-	5	-	-	-	-	-	-	-	1	8
Gazebo	1	-	-	-	-	-	-	-	-	-	1	2
Parking (Lots)	3	2	2	1	1	1	1	1	1	2	1	16
Swimming Pool	1	-	-	-	-	-	-	-	-	-	-	1
Basketball Courts	-	-	1	1	-	-	-	-	-	-	-	2
Tennis Courts	4	-	2	-	-	-	-	-	-	-	-	6
Volleyball	1	-	1	1	-	-	-	-	-	-	-	3
Horseshoes	2	-	-	-	-	-	-	-	-	-	-	2
Softball Fields	1	2	1	1	-	2	-	-	-	-	-	7
Baseball Fields	1	4	-	-	-	-	1	-	-	-	-	6
Playgrounds	1	1	1	1	1	-	-	1	-	-	-	6
Arena	-	-	-	-	-	-	-	1	-	-	-	1
Weight Room	1	-	-	-	-	-	-	-	-	-	-	1
Exercise Room	1	-	-	-	-	-	-	-	-	1	-	2
Showers	2	-	-	-	-	-	-	-	-	-	-	2
Shuffleboard	1	-	-	-	-	-	-	-	-	-	-	1
Soccer Fields	-	4	-	-	-	1	-	-	-	-	-	5



## Recreation Facilities Table







5000



## Parks/Open Space Map







determination of need was made and plans drawn up to build a new pool at Yucaipa High School. Completion of this facility is not likely to occur for several more years. The swimming pool projected consists of an indoor 25-meter by 25-yard pool. Swimming pool equipment, support facilities, team training facilities, etc. are included.

iii. Amphitheater

The amphitheater project at buildout will serve approximately 66,000 citizens. The City has already begun collecting funds through existing sources for the construction of this project. The establishment of a development impact fee will ensure that the improvements are available concurrent with the need caused by new development. This facility is tentatively planned to be located next to the existing high school on Yucaipa Boulevard.

## 5. Government Services/Service Organizations

a. Existing Facilities

City Hall  
34272 Yucaipa Boulevard  
Yucaipa, CA 92399

Community Services Department  
35136 Avenue "A"  
Yucaipa, CA 92399

Department of Motor Vehicles  
15 North Center Street  
Redlands, CA 92373

U.S. Post Office - Yucaipa Branch  
12460 California Street  
Yucaipa, CA 92399

Yucaipa Valley Chamber of Commerce  
P.O. Box 45  
Yucaipa, CA 92399

Senior Services  
12202 First Street  
Yucaipa, CA 92399

b. Proposed Needs

The City of Yucaipa's administrative staff is anticipated to grow. At buildout, the City will serve approximately 66,000 citizens. To meet the City's administrative office space needs, a 25,000 square foot City Hall, a 15,000 square foot police department and a 9,500 square foot community center would be necessary. These figures are based on the calculation of 0.75 square feet per person typically found in similar jurisdictions. The current population is estimated as 35,424, with future development potential contributing approximately 30,781 new citizens.

At this time the facility has been sized for the eventual buildout of the community. Further analysis will be needed to determine if the buildout space requirement of 49,500 total square feet is consistent with near term milestones. The analysis would evaluate which solution would be more economical in the long run for the City to follow: to size the facility to buildout or incrementally to expand the Civic Center Complex building at a later date. If the facility were sized to buildout, the initially unoccupied

space could be useful in many ways until it is needed for City offices. Many municipalities have chosen to lease their future space to other public and quasi-public agencies such as employee credit unions, legislative offices and other related organizations. Revenue is thus produced until the space is needed by the City.

The Civic Center Complex, by buildout, should have at least 231 parking spaces for City vehicles, as well as staff and visitor vehicles. This quantity of parking spaces is based on the City requirement of one space per 250 square feet of building area. This quantity of spaces will meet the "reasonable" peak level of parking during a well-attended evening Council meeting, as well as the daytime parking needs of staff and visitors.

The tentative location for the Civic Center Complex is at the corner of Yucaipa Boulevard and Fifth Street, in a community complex consisting of a park, the City Hall, the Police Department and a community civic center. The entire community civic center has been estimated to require a minimum of ten acres of land. To accommodate the 49,500 square foot Civic Center Complex and 231 parking spaces, five of the total ten-acres would be minimally feasible.

The City's organizational structure will evolve as the City continues its growth over the next decade, and new departments will be established for functions that are now contracted out. It is assumed that all City administrative functions will remain at a single site. Cities that have decentralized their administrative offices over the last few decades are now almost uniformly trying to correct the situation. A unified City administrative facility is important to the public because a single facility will provide less confusion to the occasional or first-time visitor. Separate sites would require citizens to visit several places during a multi-faceted transaction with the City, resulting in confusion and frustration. A well-planned, single site would also allow for shared support areas wherever possible and would increase staff productivity by minimizing trips to other offices.

## **6. Health Care**

### **a. Existing Facilities and Type**

Six medical clinics (one with 24-hour emergency service) and five dental clinics currently serve the City. There are also two counseling centers, an ambulance service and one convalescent home with 82 beds. Twenty-four hour emergency and major medical service is provided for the area by Redlands Community Hospital, with 235 beds and 23 overflow beds, and by San Geronio Hospital in Banning with 64 beds.

### **b. Proposed Needs**

Although no hospitals are located in Yucaipa, the ambulance service and Dial-a-Ride service are generally sufficient to transport those in need of hospitalization or medical care in a timely manner. However, Dial-a-Ride service discontinues after 10 pm, which can sometimes leave no other

the more expensive ambulance service for non-emergency hospitalization at night. This also presents a transportation problem for those who may need to return to Yucaipa from the hospital at night.

## **7. Police**

### **a. Existing Facilities and Capabilities**

Currently there are 17 patrol officers at the Yucaipa Station of the San Bernardino County Sheriff's Department, with additional deputies available from the County.

### **b. Response Time**

Over the past six months (from November of 1990 through April of 1991), the average response time has been just over five minutes.

### **c. Proposed Needs**

The Sheriff's Department determines the need for additional facilities and staff when the current level exceeds 35% proactive patrol time. When the current staff has less than 35% of their time available for duties such as education and training, the City will request additional resources. In April, 1991 it was estimated that this level would be reached within a few months.



## **D. Infrastructure and Public Facilities Goal, Policies and Actions**

The following General Plan goals for the Infrastructure Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

### **Infrastructure and Public Facilities Goals**

**Goal IPF-1** Reduce the existing consumption of water by implementing conservation measures prior to approving new development in areas experiencing water supply shortages.

#### **Policy**

- A. Because water suppliers within the City of Yucaipa are local and outside sources are not currently available, the City shall implement measures to reduce per capita water consumption and increase supplies.

#### **Action**

1. All proposed land use district changes shall evaluate the impacts the proposal would have on water supplies and consumption. The evaluation shall also detail mitigation measures which would reduce the impacts to levels acceptable by the Yucaipa water purveyor. Mitigation methods may include, but shall not be limited to, the use of reclaimed water, the installation of low-water consumption fixtures, retro-fitting existing developments with low-water consumption fixtures, contributions to groundwater recharge operations and development of existing resources.

**Goal IPF-2** Maximize the use of existing water resources through conservation programs and efficient ground and surface water management programs.

#### **Policies**

- A. The City shall undertake the additional engineering studies necessary to determine drainage facility needs and develop a plan to provide funds for these needed facilities.
- B. Because water conservation measures are an essential element in water management practices necessary to meet present and future needs, the following actions shall be implemented by the City.



## **Actions**

1. Encourage the responsible authorities to develop new and strengthen existing conservation and reclamation programs to reduce water consumption and prevent loss or waste of water.
2. Continue promoting public education programs to increase consumer awareness about the need for and benefits of water conservation.
3. Develop water conservation guidelines that can be implemented through land use planning and the development approval process.
4. Develop lists of drought-resistant, water conserving plants to be required for landscaping in new development in the City. The requirements for drought-resistant landscaping will also apply to one model home per tract.
5. Require low-volume flush toilets and low-flow plumbing fixtures as conditions of approval for all new development pursuant to the Uniform Plumbing Code and State requirements.
6. Require new development to utilize water conservation measures recommended by the water agency or purveyor which supplies the development with water.
7. Require a finding, prior to approval of any agricultural land use district map creation or extension, that adequate and reliable supplies of water will be available for existing domestic demands when water is provided by a common source or purveyor.
8. Develop ordinances to regulate non-essential water use and to establish water conservation measures in areas experiencing groundwater supply problems or overdraft as defined by State and local agencies.
9. Encourage landscape and irrigation plans which use water conserving irrigation systems and landscape design utilizing the following features.
  - a. Minimize the use of water through the use of automatic tensiometer and automatic rain sensors, and give attention to weather conditions and other water-use minimizing techniques.

- b. Incorporate low-output sprinkler heads and drip irrigation systems.
  - c. Minimize runoff and evaporation.
  - d. Maximize the use of drought-tolerant or low water use plants.
  - e. Use mulch to increase the water-holding capacity of the soil.
- C. Because certain types of major industrial or commercial development have the potential to consume vast quantities of water, a program shall be developed with the responsible authority to require such uses to recycle and/or provide offsets for water consumed via purchase of imported supplies or contribution to future conveyance systems.
- D. Because water supply and distribution systems must ensure water for both existing and future development, utilize water resources in accordance with agreed management programs, and correct the depletion of the City's groundwater resources, the City and responsible authority will cooperate to ensure adequate and reliable water resources through the implementation of the following action programs.

#### **Actions**

- 1. Assist in the development of additional conveyance facilities and use of groundwater basins to store surplus surface or imported water.
- 2. Assist local distribution systems to interconnect with regional and other local systems where feasible to assist in maximizing use of local ground and surface water during droughts and emergencies.
- 3. Restrict the creation of new, small, private water systems where an existing large water system can more reliably serve the public interest.
- 4. Assist in the development of alternative water systems in areas experiencing water quality or quantity problems.
- 5. Discourage new wells pumping one acre foot or less per year, other than those used for domestic purposes or those drilled by responsible authorities.

**Goal IPF-3**    Protect and maintain high-quality water with the objective of protecting surface and groundwater from degradation and ensuring drinking water of the highest and most beneficial use.

**Policies**

- A.     Because Federal, State, regional and local responsible water authorities are jointly responsible for developing, implementing and continuing to manage basin-wide water management plans for the continuous provision of potable water supplies, the following actions shall be implemented.

**Actions**

1.     Recognize the jurisdiction and authority of all agencies providing water service within the City with consideration given to the City's diverse geographic regions.
2.     Coordinate with all agencies providing water service and protection to achieve effective local and regional planning in order to accomplish the following.
  - a.     Promote cooperation and sharing of information.
  - b.     Provide mutual assistance in regional projects.
  - c.     Keep members informed of projects and activities.
3.     Upon request by local responsible authority and pursuant to State law, assist in the development and implementation of regional water resource management plans incorporating individual district plans that will accomplish the following.
  - a.     Identify needs for recharge of overdrafted basins, and proceed with plans for development and management.
  - b.     Prioritize critical areas of basins in overdraft, sole source basins, or quality degradation problems.
  - c.     Maintain or enhance natural water recharge characteristics.
  - d.     Create recharge areas for overdrafted basins offsetting increased consumption attributable to new development.
  - e.     Cooperate with State water contract agencies in the purchase and distribution of State Water Project water.

- f. Share information on supply and demand for water and projected service levels and capacities that can be utilized in Infrastructure Assessment models.
- B. Because more and more water resources require treatment before they can be used, the City and responsible authority shall implement the following actions.

**Actions**

1. Support reasonable water quality standards and adequate wastewater discharge requirements for surface and groundwater which will safeguard public health.
2. Support the safe management of hazardous materials to avoid the pollution of both surface and groundwaters. Hazardous waste disposal facilities should be prohibited within any area known or suspected of supplying principal recharge to a regional aquifer.
3. Assist in the development of groundwater quality management plans with emphasis on protection of the quality of underground waters from non-point pollution sources.
4. Protect drinking water supply and groundwater through the regulation of well construction and destruction.
5. Cooperate with local sewerage agencies to encourage the development of general sewerage plans for the urbanizing areas to protect groundwater quality.
6. Work with Regional Water Quality Control Boards to establish uniform criteria for appropriate sewerage options for new development.
7. Cooperate with State, regional and responsible authorities to expand water sampling programs to determine ambient groundwater quality conditions affecting public, agricultural, and private wells. Identify the sources, extent and types of organic and inorganic groundwater contaminants, and evaluate their impacts to the groundwater resources.
8. Provide local input to the Santa Ana Water Quality Control Board Basin Plan review and update process to closely reflect the water quality concerns impacting water resource and land use planning decisions.



9. Establish setbacks from ephemeral and perennial streams regulating the location of septic systems, habitable structures, and other impervious or potentially polluting uses.

**Goal IPF-4** Approve new development conditioned on the availability of adequate and reliable water supplies and conveyance systems.

**Policies**

- A. Because the development approval process may be dependent upon the location and size of water distribution facilities and the timing of their use, the responsible authority and the City shall pursue the following actions.

**Actions**

1. Consider the effect of development proposals and whether or not they should include the phased construction of water production and distribution systems; hydrologic studies may be required as appropriate.
2. The County Department of Environmental Health Services (DEHS) will continue to show that adequate and reliable water supply is verified in conformance with responsibilities assigned by State law and the Cooperative Operating Agreement between the County DEHS and the State Department of Health.
3. Utilize the Cooperative Operating Agreement between the State Department of Health and the County DEHS to monitor and provide information to the responsible authorities on a continual basis, compile annual reports on the capacity and condition of distribution systems, and develop contingency plans for water resource management.
4. Develop a systematic, ongoing assessment of regional and local water supply needs and capabilities to serve planned land uses as defined in the General Plan.
5. Cooperate with Yucaipa Valley Water Districts, independent water agencies and other cities to assist in the planning and construction of new water supply and distribution facilities on the basis of the adopted growth forecasts.
6. Cooperate to provide the consistency of water supply and distribution facilities with the Capital Improvement Programs of the City and other public agencies pursuant to Government Code Section 65403.

- B. Because long term local or regional area-wide commitments to water supply and distribution services are necessary for the orderly development of urban areas, the City shall pursue the following actions.

**Actions**

1. Encourage new development to locate in those areas already served or capable of being served by an existing approved domestic water supply system, with priority given to those areas suitable for infill development.
  2. Include water supply and distribution facilities as one of the required services in the Improvement Level (IL) system which is part of the General Plan and as designated on the Infrastructure Overlay Maps.
- C. Because an adequate and reliable supply of water must be ensured at all times for emergency preparedness, the responsible authorities shall develop urgency measures to be enacted during water shortages due to mechanical or conveyance system breakdown or failure, insufficient water supply or unacceptable water quality which will accomplish the following actions.

**Actions**

1. Where appropriate, develop temporary ties between retail water systems.
2. Prohibit non-essential water uses during declared emergencies in the directly-affected water supply area, with coordination between the County DEHS and responsible authorities.
3. Cease the acceptance of land development applications in the directly-affected water supply area.

**Goal IPF-5** Require wastewater collection and treatment systems consistent with the protection of public health and water quality.

**Policies**

- A. The City shall continue to require new development to contribute to sewage facilities and shall support the maintenance of existing facilities.
- B. Require water reclamation systems and the use of reclaimed wastewater and other non-potable water to the maximum extent feasible for the following land uses.

- a. Agricultural Uses
  - b. Industrial Uses
  - c. Recreational Uses
  - d. Landscape Irrigation
  - e. Groundwater Recharge Projects
- C. Apply water conservation and water reuse (reclamation) measures which are consistent with policies/regulations on wastewater.
- D. Because the proper and safe disposal of sewage, septage, and sludge is vital to public health, nuisance protection, and ground and surface water quality, the County Department of Environmental Services (DEHS) will continue to work with local responsible wastewater authorities and verify that suitable arrangements have been made to safely dispose of sewage, septage, or sludge for all new development (subdivisions and conditional use permits/site approvals). Specifically, the City shall implement the following actions.

**Actions**

- 1. Coordinate and cooperate with neighboring jurisdictions and interested agencies in efforts to explore the feasibility of sludge use and disposition.
  - 2. Control importations of sludge to critical groundwater basins and food production areas, and assure appropriate siting and proper and safe sludge land-spreading practices as reviewed and approved by the County DEHS.
- E. Because community sewerage systems are the preferred method of wastewater collection, connection to the community sewerage system shall be required for any proposed development or subdivision of land within a sewer or sanitation district. In areas where sewers are required by the appropriate Regional Water Quality Control Board (RWQCB) and a sewer or sanitation district does not exist, a district and appropriate assessments shall be established. Exceptions may be approved subject to review and approval by the City, the appropriate Regional Water Quality Control Board, and the wastewater agency (for Package Wastewater Treatment Plants, individual on-site and multiple owner septic systems, holding tanks, and experimental systems).
- F. Because the development approval process may be dependent upon the location and size of wastewater facilities and the timing of their use, the City shall implement the following actions.



### **Actions**

1. Cooperate with the local wastewater/sewering authority to consider the effect of developmental proposals and whether or not they should include the phased construction of wastewater treatment facilities.
2. Actively work with wastewater agencies to ensure planned capacity increases in locations where sewage facilities are approaching capacity.
3. Cooperate with local wastewater/sewering authorities to monitor future development to ensure that development will proceed only when sufficient capacity or approved alternative wastewater treatment systems can be provided.

- G. Because long-term local or regional area-wide commitments to wastewater collection and treatment services are necessary for the orderly development of urban areas, the City shall implement the following actions.

### **Actions**

1. Include wastewater collection and treatment facilities as one of the required services in the Improvement Level (IL) system which is part of the General Plan and as designated on the Infrastructure Overlay Maps.
2. Support the local wastewater/sewering authority in implementing wastewater collection and treatment facilities when and where required by the appropriate Regional Water Quality Control Board and the County DEHS.

**Goal IPF-6** Promote activities and/or measures that facilitate the reclamation and re-use of wastewater.

**Goal IPF-7** Cooperate and coordinate with all governmental agencies, including the RWQCB, to apply measures which will prevent surface and groundwater pollution and establish uniform standards for wastewater discharge.

### **Policies**

- A. Community sewerage systems are the preferred method of wastewater collection, and whenever mandated by the appropriate RWQCB or the City, dry sewers (standard sewer lines to be used for future connection to a community sewer system) or appropriate financial arrangements shall be provided per the requirements of the serving wastewater agency (if any) for proposed subdivisions of five or more lots and conditional use permits when any of the following conditions exist.



### **Actions**

1. The wastewater collection agency has a master plan and the proposed project lies within 600 feet of a sewer line to be constructed within 10 years.
2. The wastewater collection agency has a sewer line within 600 feet of the proposed project but has refused service because the project is currently outside the boundaries of the agency.
3. The appropriate RWQCB requires dry sewers as a condition of the waste discharge permit.
4. In sphere of influence areas, special standards shall apply as stated in Policies A and B for Goal LU-10.

As alternatives to the above, a recorded participation agreement or payment to a sewer assessment district may be allowed if approved by the sewerage agency.

- B. Because there are areas in the City where it is unlikely that community sewerage systems will be installed, Package Wastewater Treatment Plants (PWWTPs) may be approved by the appropriate RWQCB, the local wastewater/sewerage authority (if any), and the County DEHS subject to the following conditions.

### **Actions**

1. The proposed project site must be located in an area approved by the local wastewater/sewerage authority, the DEHS and the appropriate RWQCB.
2. PWWTP operators in charge of operation and maintenance shall be State certified.

Installation, maintenance, and operation must meet DEHS, Office of Building and Safety, local wastewater/sewerage authority and RWQCB standards.

## **Parks and Recreation Goals**

**Goal PR-1** Provide and preserve large open space areas for both active and passive resource values.

### **Policies**

- A. When additional engineering studies for storm drain improvements are undertaken, the feasibility of incorporating open space such as equestrian trails and wildlife corridors shall be determined.

- B. Implement the City's Hillside Development Ordinance.
- C. In coordination with the counties of San Bernardino and Riverside, protect and manage areas having natural values of regional significance within regional parks and throughout the City.
- D. Establish and implement policies and management strategies that will effectively conserve and utilize park resources.

**Goal PR-2** Develop and maintain a well-balanced local park system that will provide for the full spectrum of recreational needs of the residents.

**Policy**

- A. As development occurs in hillside areas, open space will be needed both for aesthetic and practical reasons, such as the reduction of grading impacts and watershed protection.

**Actions**

1. Through the City's Hillside Development Ordinance, a minimum of 40% of each hillside development shall be required to be set aside as open space. A homeowners' association or City Maintenance District shall be created to provide maintenance for these open space areas.
2. During the land development process, the City shall work with the Regional Parks Department to identify future sites suitable for new regional parkland as a part of the ongoing Capital Improvement Program and shall amend the General Plan accordingly once specific sites have been chosen.
3. The City shall assure that the variety of recreational experiences at park sites within the City meets the needs of the City.
4. The City shall seek the conjunctive use of public lands, such as flood control lands or lands that have been deemed unsuitable for habitable structures, for recreational experiences.
5. The City shall utilize public funding mechanisms wherever possible to protect and acquire park lands.
6. The City shall cooperate with the County Regional Parks Department in establishing a viable regional trail system within the City.

7. The City shall minimize the disposal of City lands until it is assured that these lands would not serve to enhance the goals for park and trail systems. The City shall also utilize small parcels adjacent to flood control facilities for equestrian, pedestrian and biking staging areas.
8. The City shall coordinate with federal and state agencies regarding opportunities for leasing public lands for regional park purposes.
9. Protect and develop scenic, cultural resources and historic sites of value for public enjoyment.
10. Provide day-use and overnight camping and picnic facilities for residents and visitors.

**Goal PR-3** Establish a standard per capita acreage of local park land of 3.5 acres per thousand residents.

#### **Policies**

- A. Because the provision of park facilities directly contributes to the overall balance of land uses and quality of life and because the amount of parkland and facilities available can be directly correlated to new development, the City shall assure that these open space and recreation areas are preserved.

#### **Actions**

1. New residential development shall be required to provide local park and recreation facilities at a rate of not less than 3.5 acres per 1,000 residents. This may include the dedication of lands, the payment of fees or both.

Total Impact Fee = # of Dwelling Units x Occupancy Factor\* x .0035 x Land Value/Acre

#### \*Occupancy Factors

Multiple Family	2.2/unit
Single Family	3.5/unit
Single Family-PD	3.0/unit
Mobile Home	1.5/unit

2. Areas in new development proposals which are not suitable for habitable structures shall be offered for recreation and scenic uses.
3. Recreational opportunities provided by new development shall not encourage or induce trespass on adjacent private lands.

4. Large-scale (multi-family) housing projects with 100 or more units shall provide on-site recreational facilities, which may include pools, tennis courts, turfed play areas and tot lots.
5. The City shall classify local parks in three categories: local, neighborhood and community and establish size and location standards as follows.

**Local Park:** A small walk-in park of two to five acres in size, serving a concentrated or limited population, particularly children

**Neighborhood Park:** A walk-in park of five to ten acres in size, serving a neighborhood and providing a passive recreation location for all age groups

**Community Park:** A walk-in, drive-to park of 10 to 20 acres in size, serving a combination of neighborhoods and providing areas for intense recreational facilities

6. The City shall require review of development and attendant park proposals by the Planning Department for the establishment of local parks.
- B. Where possible, locate parks adjacent to school playgrounds for reciprocal uses.
  - C. Coordinate with neighboring communities to determine the greatest needs and the possibility of joint use and maintenance agreements.
  - D. When reviewing private land uses which are adjacent to public parklands, planning documents shall be reviewed to determine compatibility with park, recreation and open space uses.
  - E. Where possible, locate parks along recreational trails/corridors to provide rest areas for trail users, expanded opportunities for park users and safer travel between parks.

#### Schools Goals

**Goal SC-1** In cooperation with the school district, work to assure adequate school sites and facilities for the existing and future residents of Yucaipa.

#### **Policy**

- A. Because educational facilities and programs provide current and future generations with skills needed in our complex society, the City shall encourage the development of such facilities and programs.



### **Actions**

1. The City shall continue to require the payment of CFD school taxes or other school fees for new development in order to maintain the current level of educational services.
  2. The City shall encourage educational and cultural exchanges and activities and shall cooperate with the school district in the use of City-owned facilities for such activities.
  3. The City shall continue to support existing programs for adult education, vocational training and literacy.
  4. The City will restrict incompatible land uses adjacent to school sites.
- B. The City shall review proposed development in the context of adequacy of present and future required school facilities and shall endeavor to assist the School District in providing adequate school facilities and sites. The City shall consider such needs relative to proposed General Plan amendments, changes in land use classifications, development agreements and annexations, as well as any applicable determinations of consistency with the General Plan.

### **Actions**

1. Applications for General Plan amendments, changes in land use classifications, development agreements and annexations, as well as applicable determinations of consistency with the General Plan shall be evaluated as to timely availability of adequate school facilities and assurance of funding for such school facilities.
2. Analysis may include existing capacity, future capacity expansion, current demand, and student generation factors to determine project demand on the School District as those statistical factors have been provided to the City through verifiable studies prepared by the School District or developer.
3. Work with developers and School District to assist School District funding of such school facilities from all sources including possible State funding and to designate in land use approvals school facilities most suitable to serve the present and projected future residents of the area, based upon studies or other information provided by the School District or developer.

4. In considering the approval of General Plan amendments, changes in land use classifications, development agreements and annexations, or applicable determinations of consistency with the General Plan, the City of Yucaipa shall review said proposals as to assurance of funding for timely and adequate school facilities to serve the proposed development.
5. To the extent that adequate school facilities are not available on a timely basis, the City of Yucaipa shall seek to assist the School District and developers in arriving at means of providing adequate school facilities.
6. Pursuant to the requirements of State law, the City shall continue to require the payment of CFD school taxes or other school fees or taxes as established for new development in order to maintain the current level of educational services.







## **A. Flooding**

### **1. Identification of Flood-prone Areas**

Substantial floodplain areas in Yucaipa are generally associated with the dry river washes known as Gateway Wash, Wilson Creek, Oak Glen Creek and Wildwood Creek, as well as Chicken Springs Wash and Yucaipa Creek. These areas have been mapped by the Federal Emergency Management Agency (FEMA) as Flood Insurance Rate Maps (FIRM). The most recent versions of these maps for the City of Yucaipa were prepared in October of 1990 and are reflected in the Fire and Flood Hazard Zones, **Exhibit X-1**. There are two categories of flood zones in Yucaipa; FP1 indicates areas inside the 100-year floodplain, while FP2 indicates areas inside the 500-year floodplain. The majority of the floodplains in Yucaipa are categorized as FP1 and comprise over 1,450 acres. FP2 areas cover over 330 acres.

### **2. Flood Control**

The "Report on Comprehensive Storm Drain Plan No. 5" was prepared in May of 1979 by Associated Engineers for the San Bernardino County Flood Control District for Zone 3, Yucaipa area. This report provides a detailed description of the area's existing storm drain facilities and needs, hydrological and hydraulic design criteria for the proposed storm system and a cost estimate for its construction. A map of the proposed system is included in the Infrastructure and Public Facilities Element, Section IX, as **Exhibit IX-2, Storm Drain Plan**. As of this writing, only a small portion of the proposed additional storm drain system has been constructed. This consists of a section of storm drain in a mobile home park area between 4th and 6th Streets located along the Chicken Springs Wash Storm Drain Line #20A. A portion of the proposed system has been constructed in Gateway Wash. Funding has been unavailable for further construction of the system.

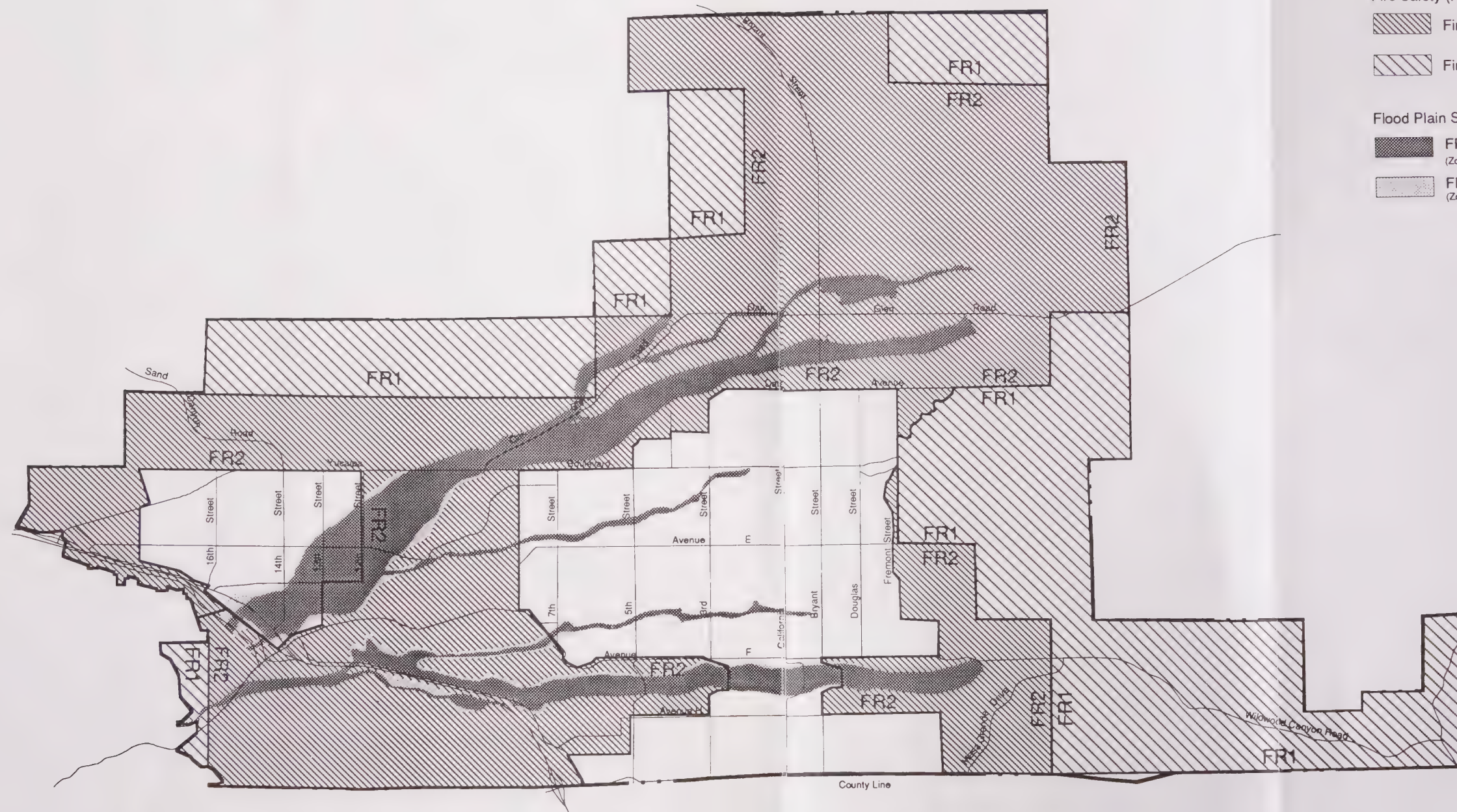
Existing storm drain facilities in Yucaipa include improved channels in Wilson Creek and Oak Creek, as well as reservoirs at the Yucaipa Lakes Regional Park and a flood control basin north of Oak Glen Road east of Bryant Street and nearby spreading grounds. The proposed expansion of the storm drain system is quite extensive and includes the extension of existing improved channels to the base of the hills to the east, the addition of improved channels or underground drains along the County line, Yucaipa Creek northeast of the freeway, Chicken Springs Wash, Gateway Wash and the Mill Creek tributary, as well as other branches and tributaries. This proposed expansion of the storm drain system would increase the linear footage of improved channels and underground drains from 18.2 miles to 70.3 miles, an increase of 386%.

### **3. Protection of the Community**

At the time of the design of Storm Drain Plan No. 5, the funds were not available for the construction of the system, and there is still a lack of funding for this project. Although the hazards to human life posed by the existing potential for flooding are minimal, the potential for extensive property damage exists. Another potential problem from flooding in Yucaipa results from the fact that several main north-south streets cross 100-year flood zones and could become impassable during a 100-year event. This could cause severe traffic problems and impede emergency vehicles.







Legend:

Fire Safety (FR) Overlay District

 Fire Safety Review Area 1

 Fire Safety Review Area 2

Flood Plain Safety (FP) Overlay District

 FP2  
(Zone A inside 100 Year Flood Plain)


 FP1  
(Zone B inside 500 Year Flood Plain)



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Fire and Flood Hazard Zones

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X-1





## **B. Seismic Safety**

Information in this section is taken from an investigation of geology and geotechnical hazards by G.A. Nicoll & Associates, Inc. on May 7, 1991 and from the EIR prepared by ERC Environmental and Energy Systems Company, Sedway Cooke Associates and Wildan Associates in May of 1989 for the County of San Bernardino's General Plan Update. A copy of this EIR is on file with the County. **Exhibit X-2** shows existing geologic formations and seismic features within the City of Yucaipa. (This exhibit will be in color in the final General Plan.)

### **1. Geologic Setting**

Yucaipa is located in a tectonically-active region near the boundary of the Pacific and American crustal plates. This boundary is generally marked by the San Andreas Fault Zone, which extends through the southwestern portion of the County. The San Andreas system of faults exhibits predominantly right stike-slip movement (i.e, horizontal displacement to the right when viewed across the faults), whereby the Pacific Plate moves relatively northwest with respect to the continent. This active tectonic environment has strongly influenced the geologic and physiographic history of the City.

The valley region of San Bernardino County incorporates portions of two major physiographic provinces delineated by tectonic structures--the Transverse Ranges and Peninsular Ranges provinces. The Transverse Ranges province is a structurally complex region of east-west trending mountain ranges and valleys separated by faults. The east-west orientation of structural and physiographic features in this province is unique in California (and in much of North America) and is in marked contrast to the generally north-south trend of adjacent provinces. The origin of this unique orientation is uncertain, with the most probable explanation related to rotational stress fracturing from strike-slip (horizontal) movement along the San Andreas Fault Zone. The combined effects of movement along the San Andreas Fault Zone and the formation and displacement of transverse (east-west) faults have splintered much of the province into a series of small, mobile, crustal blocks. Compressive forces related to displacement along the San Andreas Fault Zone have uplifted a number of these crustal fragments, producing the current topographic profile. These compressive forces are ongoing, with uplift of both the San Gabriel and San Bernardino Mountains continuing up to the present. This has resulted in the level alluviated basins and relatively downdropped crustal blocks which define the current topographic configuration of Yucaipa.

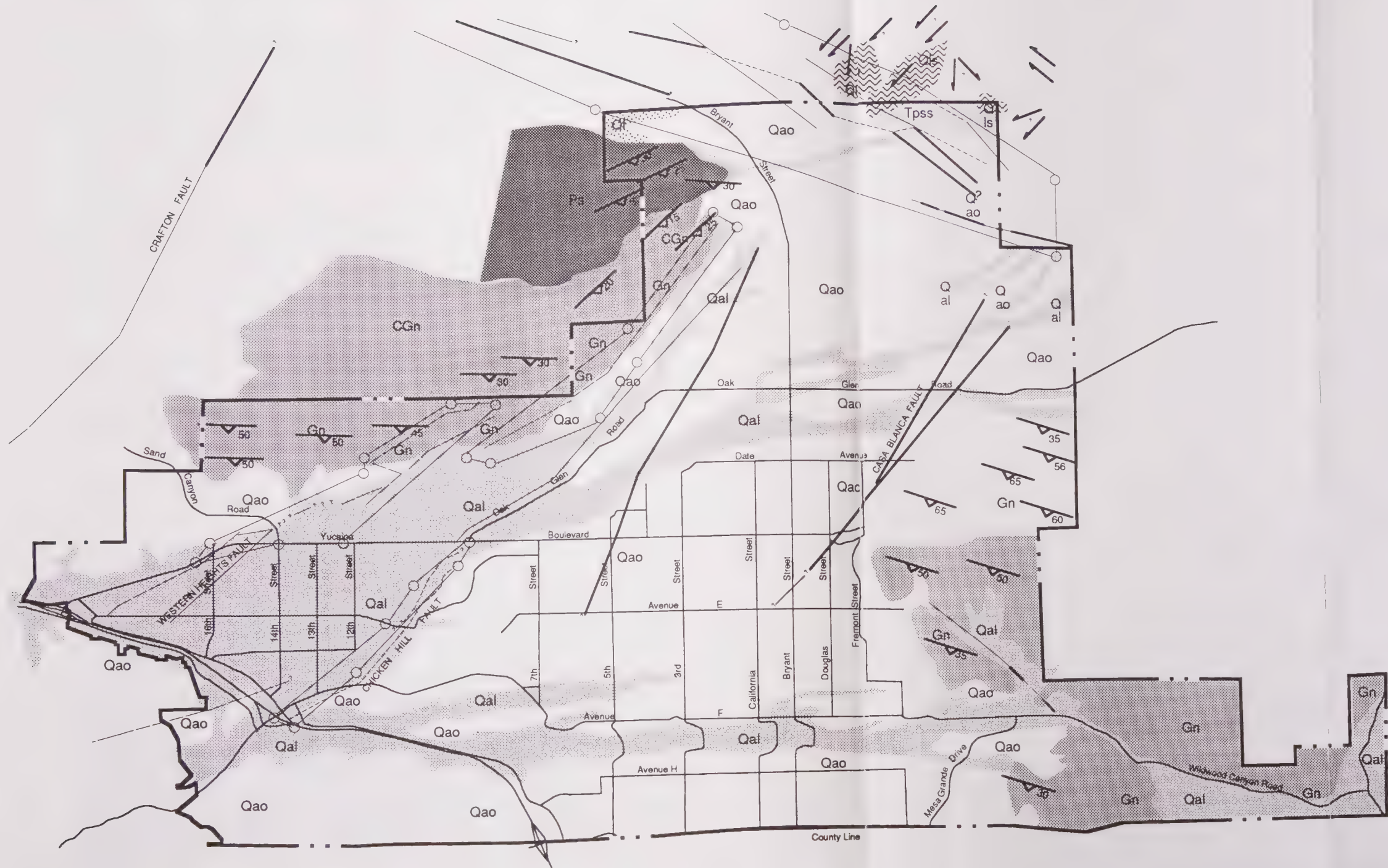
### **2. Geologic Formations**

Geologic formations in the City may be grouped into three main categories--alluvium, gneiss/schist and sandstone. The majority of the City rests on alluvial deposits comprised of gravelly, river-washed material located on the "flatlands" and benches. These areas are further differentiated into older and younger alluvial





# Yucaipa General Plan



## Legend:

- ALLUVIAL FAN DEPOSITS**  
Unconsolidated deposits of young coarse alluvium, radiating from mountain fronts. Alluvium ranges from coarse bouldery alluvium near mountain front to pebbly and cobbly alluvium where it grades into undifferentiated younger alluvium.
- YOUNGER ALLUVIUM UNDIFFERENTIATED**  
Unconsolidated alluvium of the valley area and along some major drainage courses within the highlands surrounding the valley.
- LANDSLIDE**  
Ls = Major landslides; includes landslide and scarp areas where mappable. Landslide deposits consist of unconsolidated highly fragmented rock. Smaller landslides are outlined and indicated by arrows (→) without Ls symbol. Questionable landslides are queried. Arrows indicate principal direction of landslide movement.
- OLDER ALLUVIUM UNDIFFERENTIATED**  
Deposits of older alluvium which range from unconsolidated older alluvial fan deposits (fanglomerate) to indurated older decomposed clay-rich alluvium.
- POTATO SANDSTONE**  
(Hill Creek Formation of Gibson, 1971)  
Predominantly gray, tilted non-marine sandstone and conglomerate with minor limestone.
- PELONA SCHIST**  
Gray to dark green, well to poorly foliated line grained schist and quartzite. Commonly well layered. Intruded by the Miocene quartz monzonite unit; generally considered either Mesozoic or Precambrian in age.
- GNEISS AND SCHIST**  
Gn = Highly varied mixture of dark colored, poorly to well layered, poorly to well foliated gneiss and schist, generally bottle bearing. Structurally complicated. Locally abundant marble layers.  
Gnm = Largest marble layers  
CGn = Rock that has been cataclastically deformed. Pre-Cretaceous, generally considered Precambrian in age.
- GRANULITIC ROCK**  
Gr = Highly varied mixture of extremely deformed layered, metamorphic rock characterized by presence of pyroxene and hornblende. Locally abundant marble layers and local quartzite and amphibolite.  
CGr = Rock that has been cataclastically deformed. Pre-Cretaceous, generally considered Precambrian in age.
- POTENTIALLY ACTIVE FAULTS**  
Faults considered to have been active during Quaternary time, solid line where accurately located, long dash where inferred, short dashed line where concealed; query (?) indicates additional uncertainty. Evidence of historic offset indicated by year of earthquake associated event or "C" for displacement caused by creep or possible creep.
- Aerial photo lineaments (not field checked); based on youthful geomorphic and other features believed to be the results of Quaternary faulting.**
- SPECIAL STUDIES ZONE BOUNDARIES**  
These are delineated as straight-line segments that connect encircled turning points so as to define special studies zone segments. Seaward projection of zone boundary.
- Strike and dip of bedding; where vertical, where followed by (20°) indicates depth below surface where strike and dip was recorded.
- Strike and dip of foliation; where vertical.



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## Geological/Seismic Map

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X-2





deposits. Older deposits consist of alluvial fan conglomerate called "fanglomerate" and other decomposed clay-rich alluvium. Younger deposits are generally associated with the river wash areas near Oak Glen Creek and Yucaipa Creek.

The rugged Crafton Hills and eastern hills are mainly comprised of gneiss/schist formations which include such minerals as quartzite and marble. This metamorphic rock is distinctive in its multiple folded layers and coarse grain. Sandstone comprises the hilly area at the northern City limits and includes the Yucaipa ridge landform to the north of the City. This sandstone formation is composed of lithified (hardened) non-marine conglomerates and some limestone.

### **3. Landslide Hazards**

Virtually the entire City of Yucaipa has been determined to be at very low to moderate risk of landslide hazard. Low to moderate ratings are generally associated with the river wash and hilly areas. One small portion of the northeast corner of the City has been found to have a moderate to high susceptibility to landslides and contains two mapped landslide areas. These areas correspond to the sandstone geologic formation described above.

### **4. Seismic Hazards**

A number of active and potentially active fault zones exist within the City. The zones of greatest seismic hazard have been identified as Alquist-Priolo Special Studies Zones. These include the Western Heights fault in the Dunlap Acres area and the south fork of the San Andreas fault zone located across the northeast corner of the City. Ground shaking due to movement of these faults and ground rupture associated with the Western Heights Fault are potential hazards in Yucaipa.

Liquefaction is a process whereby water saturated ground loses coherence and takes on a quicksand-like consistency when shaken by a seismic event. This is possible when groundwater is within approximately 40 feet of the surface, faults exist in the vicinity and geologic formations with a granular nature are present. Such a potential does exist in Yucaipa. Groundwater levels, as shown in **Exhibit X-3, Groundwater Elevations**, have been determined, through the monitoring of wells in the area, to range historically between over 300 feet and less than 40 feet below the surface of the ground. These levels can fluctuate by as much as 50 feet during a single season. Although the groundwater levels have generally dropped since monitoring began early this century, some areas in the vicinity of Oak Glen Creek, Wilson Creek and Wildwood Canyon have had groundwater levels within 40 feet of the surface as recently as 1984. As described in the preceding discussion of geologic factors, faults and granular (alluvium) soil formations do occur in the City of Yucaipa. The potential for liquefaction fluctuates with the water table.





# Yucaipa General Plan

## Groundwater Elevations

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X-3







## C. Fire

### 1. Protection of the Community

#### a. Existing Level of Service

##### i. Services

Yucaipa area fire protection and emergency medical services are provided by two local department stations. One of these facilities is Yucaipa Station No. 13, located on Bryant Street just south of Oak Glen Road. This facility was constructed by the California Department of Forestry and Fire Protection for the purpose of wildland fire protection. In recognition of the County (CSA 38) responsibilities for structural fire protection, the State provides additional apparatus bays and barrack facilities at no cost to local government, and the County funds some services to supplement the State services. The second station is Crafton Hills Station No. 18, located on Yucaipa Boulevard between 13 and 14th Streets. This facility is owned and operated by the County (CSA 38).

Additional department fire engine companies support the Yucaipa area on a regional basis from the Oak Glen Station No. 39, located on Oak Glen Road in the community of Oak Glen, the Mentone Station No. 9, located on Crafton Avenue in the community of Mentone and two California Department of Forestry and Fire Protection/Riverside County Fire Department stations located in the City of Calimesa and the community of Cherry Valley (available through reciprocal agreement).

The department (inclusive of the City of Yucaipa) has mutual aid available through the State's Master Mutual Aid Agreement and a specific agreement with the adjacent City of Redlands.

The City entered into an agreement on October 10, 1990 with the California Department of Forestry and Fire Protection which provides for wildland fire protection of 5,800 acres located within the City. Under the terms of the agreement, resources such as aircraft, bulldozers, hand crews and related support personnel and equipment will be provided at no additional cost to the City. Such resources are normally available on a for-hire basis only to Cities without wildland fire protection agreements. In the event an emergency incident requires additional equipment, engine companies, bulldozers, hand crews and aircraft can be dispatched from County-wide or State-wide resources.

ii. Staffing

Station No. 13 (Yucaipa), at the County level, consists of one engine company with six firefighter personnel assigned to a triple combination fire engine. An automatic paging system is used to notify the 12 paid-call (volunteer) firefighters to staff additional equipment when multiple or major accidents occur. At the State level, Station No. 13 consists of two wildland engine companies staffed by four full-time firefighter personnel and three seasonal firefighter personnel. During non-declared fire season (January through April), the County (CSA 38) funds the staffing and equipment to maintain year-round coverage for one of the two wildland fire engines. At the State/County level, there is one Battalion Chief and one Fire Protection Officer.

Station No. 18 (Crafton Hills), at the County level consists of one engine company with five firefighter personnel assigned to a triple combination fire engine. A second triple combination fire engine and a rescue squad are assigned to this station and are staffed on an on-call basis by a 12-person paid call (volunteer) firefighter company notified by an automatic paging system.

<u>Total Existing Staff</u>	<u>Permanent</u>	<u>Seasonal</u>	<u>Paid Call</u>
State (during declared fire season)	4	3	
State/County	2		
County	11		24
County Paramedics	6		

The above staffing level provides sufficient firefighters and firefighter/paramedics to staff the permanent staffed equipment with a minimum of two personnel.

iii. Equipment (Vehicles)

Station No. 13 (Yucaipa), at the County level, consists of one triple combination fire engine and one paramedic rescue squad. At the State level there are two wildland fire engines, and at the State/County level there is one battalion chief vehicle and fire prevention officer vehicle.

Station No. 18 (Crafton Hills), at the County level, consists of two triple combination fire engines and one rescue squad.

iv. Facilities

Station No. 13 (Yucaipa) is a State-owned facility with a four-bay apparatus room, barracks, kitchen, office and helicopter landing pad.

Station No. 18 (Crafton Hills) is a County-owned facility with a three-bay apparatus room, barracks, kitchen and office. A two-bay

apparatus room is currently being added to the existing apparatus room to provide a total of four bays. Completion of this addition is expected by mid-July of 1991.

v. Paramedic Service

In June of 1987 the Yucaipa electorate approved a special tax levy for paramedic/firefighter services at an amount not-to-exceed \$24 per residential dwelling unit and \$35 per commercial unit per year within CSA 38 Improvement Zone "M," which includes all of the City of Yucaipa and the unincorporated community of Oak Glen. (The community of Oak Glen is located immediately adjacent to the eastern boundary of the City of Yucaipa.) This special tax funds six paramedic/firefighters and the equipment necessary for a paramedic program. The paramedic rescue squad is staffed with a minimum of two personnel and is currently assigned to Fire Station No. 13.

b. Existing Standards

In 1989 a set of standards entitled "Fire Safety Overlay District" (FR) was adopted for use in the City of Yucaipa. This ordinance identifies two types of areas where special fire protection measures must be taken. These are shown as FR1 and FR2 on **Exhibit X-1**, Fire and Flood Hazard Zones. A copy of this ordinance is on file with the City Planning Department.

Standards which apply to both FR1 and FR2 designated areas include special construction standards, building separation standards, project design requirements, fuel modification and erosion control. Standards which apply to FR1 areas include all those mentioned above, but are more restrictive.

The following Peakload Water Supply System Guidelines are applied to new development as it comes into the City.



**Table X-1**  
**Peakload Water Supply System Guidelines<sup>1</sup>**

<u>Land Use</u>	<u>Fire Flow System<sup>2</sup></u>	
Residential Density	Flow (gallons/minute) x Duration (hours)	
Group R Division 3 <sup>3</sup>	1,500	2
Group R Division 1 <sup>4</sup>	2,500	2
Commercial and Industrial	3,000	3

- 1 These guidelines were developed by the Office of Planning in conjunction with the County Fire Warden for fire protection in areas of San Bernardino County where water systems do not exist.
- 2 These numbers are based upon Uniform Fire Code calculations. Individual development requirements may vary according to structure square footage, spacing and construction material. In areas where water cyclomes are not required, individual dwellings should generally have a minimum of 5,000 gallons of on-site storage for total peakload water supply.
- 3 Single-family Residential (according to Fire and Building Code under Title 24)
- 4 Hotels, Motels, Apartments, Monasteries, Dormitories and Condominiums (according to Fire and Building Code under Title 24)

Where fire flow standards are not met, a fire sprinkler system and large capacity piping are required. One example of this in Yucaipa is the high school, which has been required to improve its fire safety system. Only half of its 3,000 gpm fire flow capacity can be met; therefore, a fire sprinkler system has been required.

c. Existing Needs

i. Staffing

Station No. 13 (Yucaipa) needs three personnel to replace the anticipated loss of State-funded firefighters. Prior to the incorporation of the Yucaipa area, the California Department of Forestry and Fire Protection Station No. 13 protected 29,340 acres of State Responsibility Area within its first-in response area. Upon incorporation, the City assumed the legal and financial responsibility to protect 12,200 acres of previously designated State Responsibility Area (wildland). As previously indicated, the City has entered into an agreement with the California Department of Forestry and Fire Protection to provide wildland fire protection on 5,800 acres. It is highly recommended that the City maintain



the wildland fire protection agreement, adjusted annually, with the State to prevent major conflagrations, major losses to natural resources and habitat, major losses to development in the urban/rural interface area and loss of life. California Department of Forestry and Fire Protection's facilities are located throughout the State in order to provide a basic level of service to lands equally based on value. As the Yucaipa Station's State Responsibility Area for fire protection is reduced by incorporations and development, this may mean a reduction of one State wildland fire engine, along with the associated staff currently assigned to the fire station.

Station No. 18 (Crafton Hills) needs one firefighter to achieve the two personnel minimum staffing level

Six personnel are needed to achieve the two firefighter minimum staffing level for the new fire station. (Based on response studies and fire station area coverage, a third fire station facility is needed in the southeast portion of the City to meet the current level of service provided to the remaining portion of the City.)

The above needs are necessary to maintain the current level of fire protection and emergency medical services to Yucaipa.

ii. Equipment

Fire Station No. 13 currently needs no new equipment, although if a State-funded fire engine should be eliminated, one fire engine would need to be added to maintain the existing level of service.

Station No. 18 has no equipment needs.

The new fire station needs one fire engine and equipment and one rescue squad and equipment.

iii. Facilities

The new fire station needed in the southeast portion of the City requires land, building and furniture, all of which would be one-time costs. On January 14, 1991, the City enacted an ordinance establishing Development Impact Fees to fund fire protection facilities. These fees should fund future facility and equipment needs. Due to the recent enactment of the ordinance, there are not sufficient funds to construct and equip the proposed new fire station. It is recommended that the City fund the construction and equipping of the new fire station due to the immediate need to bring the fire protection level of that portion of the City up to the level of service provided to other portions of the City.

iv. Paramedic Service

A funding mechanism already exists for the paramedic/firefighter program. The demand for increased service is driven by development/population increases. Increases in the number of dwelling units and commercial developments will increase the revenue funding the program, thus allowing the increase in personnel and equipment to maintain the established minimum level of service.

d. Future Needs

A discussion of the development impact fees adopted by the City in January of 1991 should precede a listing of future needs. These fees were established based upon the population served (32,000) and commercial/industrial square footage served (5,625,000). In determining the level of existing service, the San Bernardino County Regional Fire Facility Study identified the City of Yucaipa as an Urban II area, having areas with medium hazard occupancies, in accordance with the National Fire Protection Association Handbook, Section 15, Chapter 2. The Urban II planning area typically has single and multiple family occupancies. This regional classification is comprised of land use improvement levels 1,2 and 3 as defined in the San Bernardino County General Plan. They typical fire service response to a fire incident in this area would include three engines, one rescue and one chief officer. The adopted fees will maintain the level of service previously defined in this section, along with the current average response time of four to six minutes, with the exception of responses to the southeast portion of the City.

i. Recommended Level of Service for Staffing/Personnel

A minimum of four firefighter personnel per fire engine on those fire engines that are staffed per shift should be provided, for a total of 10. A minimum of six firefighter personnel per ladder/truck company per shift should be provided, for a total of 14. A minimum of two firefighter/paramedic personnel per paramedic squad per shift should be provided, for a total of six. One fire prevention/education officer should be provided for investigations, fire code/ordinance enforcement and fire prevention education. One battalion chief should be provided for continuous administrative and major incident coverage within the City. One part-time equipment mechanic should be provided for. A funding mechanism to phase in the above personnel staffing plan should also be developed and approved.

ii. Recommended Level of Service for Equipment (one-time cost)

Based on the estimated population at build-out, a total of five fire engines should be provided simply to meet the population criteria. Additional fire engine companies should be added based on the commercial/industrial square footage protected. Further, one fire

engine should be maintained in reserve, housed at one of the five fire stations and staffed on an on-call basis by a paid-call fire company. One ladder/truck, two paramedic rescue squads, one fire prevention/education officer vehicle and one battalion chief vehicle should be provided.

### Summary of Equipment Needs

<u>Item</u>	<u>Have</u>	<u>Need</u>
Fire Engines	3	3*
Ladder/Truck	0	1
Paramedic Rescue Squad	1	1
Fire Prevention/Ed. Officer Vehicle	1**	1
Battalion Chief Vehicle	1***	1

\* The number of engines shown is based on the population criteria only. Additional engines would need to be added based on the commercial/industrial square footage criteria.

\*\* The current fire prevention vehicle is funded by the County. The identified vehicle is proposed for exclusive City use.

\*\*\* The current battalion chief is funded by the State/County. The proposed vehicle is for continuous coverage of the City.

Note: The staffing level of the fire engines could be reduced to a total of three personnel per shift, and the truck company could be reduced to a total of five personnel per shift with the adoption of an ordinance requiring the installation of residential fire sprinklers in all new construction and all new commercial construction 5,000 square feet or more. If a fire sprinkler ordinance is adopted, strong consideration could be given to reducing the total number of fire station facilities to four.

## 2. High Fire Risk Areas

See **Exhibit X-1**, Fire and Flood Hazard Zones, and refer to Section 85.02, Fire Safety Overlay District, of the San Bernardino County Zoning Ordinance.



## **D. Hazardous Wastes**

The following is an outline of the Hazardous Waste Management Plan which has been adopted by the City of Yucaipa as part of the County of San Bernardino's plan. This plan contains specific standards for the processing, treatment, handling and disposal of hazardous materials. A copy of this plan is available from the San Bernardino County Department of Environmental Health Services.

A list of hazardous waste handlers in Yucaipa is also available through the San Bernardino County Department of Environmental Health Services.

- 1. Introduction**
- 2. Existing Programs for Dealing with Hazardous Materials and Waste**
- 3. Waste Generation Levels, Facility Inventory and Needs Assessment**
- 4. Waste Minimization**
- 5. Siting of Hazardous Waste Facilities**
- 6. Handling and Storage of Hazardous Materials**
- 7. Regulatory Program for Generators**
- 8. Land Use Requirements for Generators and Handlers**
- 9. Household Hazardous Waste**
- 10. Transportation**
- 11. Enforcement and Emergency Response**
- 12. Site Mitigation and Long Term Remedial Action**
- 13. Public Education and Participation**
- 14. Implementation Schedule and Organizational Responsibilities**



## **E. Safety and Hazardous Waste Goals, Policies and Actions**

The following General Plan goals for the Safety and Hazardous Waste Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

**Goal S-1** Minimize the potential risks resulting from the exposure of City residents to man-made and natural hazards with the following priorities: loss of life or injury, damage to property, litigation, excessive maintenance and other social and economic costs.

### **Policies**

- A. Aggressively enforce all federal, state and local regulations pertaining to the transportation, storage and use of all hazardous materials.
- B. The City shall support the development of fire protection facilities to the appropriate levels of service defined by the San Bernardino County Fire Department.
- C. Inform and educate the public of the risks from natural and man-made hazards, of methods available for hazard abatement, prevention, mitigation and avoidance and of procedures to follow during emergencies.
- D. Promote the establishment of a household hazardous waste collection center.
- E. Because the risks from many geologic hazards can be successfully mitigated through a combination of engineering, construction, land use and developmental standards, the City shall implement the following actions.

### **Actions**

- 1. Require the formation of geologic hazard abatement districts as authorized by Public Resources Code Section 26500 *et seq.* where existing or proposed development is threatened by such hazards, and prevention, mitigation, abatement or control of a geologic hazard is deemed feasible.
- 2. Require sites to be developed and all structures designed in accordance with recommendations contained in any required geotechnical or geologic reports, through conditions, construction plans and field inspections.

3. Require that all recommended mitigation measures be clearly indicated and described on all grading and construction plans.
4. Require that clearances around structures and road widths in geologic hazard areas, as shown on the Hazard Overlay Map, meet the requirements found in Policy Y, Action 1 for this Goal, S-1.
5. Require all facilities to meet appropriate geologic hazard specifications as determined by the City Engineer for discretionary and ministerial authorizations.

F. Because increased public awareness of geologic hazards can reduce the risk of those hazards, the City shall implement the following actions.

**Actions**

1. Develop a geologic educational program for use by schools, developers and the public at large, covering hazards, abatements, and emergency plans and procedures as part of the City's Emergency Preparedness Management Plan.
2. Make geotechnical data and mapping readily available to the public through the County-wide Geotechnical Information System coordinated by the County Geologist as described in Policy C for Goal S-2.

G. Because the County is traversed by many major active faults resulting in a relatively high level of risk, the City shall implement the following actions.

**Actions**

1. Adopt all future upgrading of the seismic design section of the Uniform Building Code.
2. Require new structures and facilities to be designed and constructed to meet seismic safety and related design requirements of the most recent Uniform Building Code, or more stringent requirements if indicated by site investigations.
3. Require all new critical, essential or high occupancy facilities to be designed and operated in such a manner as to remain standing and functional during and after a disaster as determined by the Department of Building and Safety.

H. Because of the potential for displacement along faults not classified as active, the City shall reserve the right to require site-specific geotechnical analysis and mitigation for development located contiguous to potentially active faults, if deemed necessary by the City Engineer.

- I. Because many structures were built prior to both 1933 and 1971 seismic standards, they are considered unlikely to withstand a seismic event of the predicted intensity. The City shall undertake studies and develop programs to minimize the risk of potential seismic disaster in areas where inadequate structures exist in the following ways.

**Actions**

1. Initiate a structural hazards identification and abatement program through the Department of Building and Safety, with priority given to the identification and abatement of hazards in critical, essential and high occupancy structures, in structures located within areas of severe geologic hazard and in structures built prior to the enactment of applicable local or state earthquake design standards. This program shall be in accordance with SB 547, enacted in Chapter 250, statutes of 1986, requiring local jurisdictions to develop structural hazard reduction programs for such buildings by January 1, 1990.
2. Require periodic inspection by the Office of Building and Safety of all critical, essential and high occupancy buildings to identify potential hazards in the event of a major earthquake. When hazards are identified, require mitigation by the owner.
3. Bring all existing critical, essential, and high occupancy structures found to be hazardous into conformance with applicable seismic and related safety (fire, toxic materials storage and uses, etc.) standards through rehabilitation, reconstruction, demolition, reduction of occupancy levels, or change in use.
4. Require rehabilitation of private unfit structures through implementation of the Uniform Building Code and Hazardous Building Ordinance. Priorities for critical, essential or high occupancy buildings shall be based on hazard to life, type of occupancy, method of construction, physical condition and location.
5. Require the upgrading of buildings and facilities to achieve compliance with the latest earthquake standards as a condition of granting building permits for major additions and repairs.



6. Establish and administer incentives for seismic retrofitting, including but not limited to the following.
    - a. Area-wide revitalization programs
    - b. Community Development Block Grants
    - c. US Small Business Administration loans
    - d. Public Purpose Bonds
    - e. Marks History Bonds
    - f. Local-General Funds
    - g. Local-General Obligation Bonds
    - h. Making seismic safety a major factor in selecting future areas for redevelopment
    - i. Tax reductions for building rehabilitation to minimize personal economic costs
    - j. Providing relocation assistance to persons and businesses temporarily or permanently dislocated from hazardous old buildings
    - k. Requesting Federal and/or State financial assistance to implement corrective measures
  7. Support regional or statewide programs providing funding or technical assistance to local governments to allow accurate identification of existing structural hazards in private development and providing assistance to public and private sectors to facilitate and to minimize the social and economic costs of abatement.
- J. Because many structures with important functions and potentially severe consequences of failure do not fall under City control (i.e., dams, utility installations, transportation structures) the City shall implement the following actions.

#### **Actions**

1. Continue to work with public utilities, school districts, the State Department of Transportation (CalTrans) and other agencies supplying critical public services to ensure that they have incorporated structural safety and other measures to be adequately protected from seismic hazards for both existing and proposed facilities.
2. Encourage CalTrans and all utilities to review all their facilities within the City to assess potential impacts of seismic hazards; comments based on this review should be forwarded to the City.



3. Encourage utility companies to institute orderly programs of installing cut-off devices on utility lines, starting with the lines that appear to be most vulnerable and those which serve the most people. Adequate emergency water supplies shall be established and maintained in areas dependent upon water lines which cross active fault zones.
- K. Because the ground in close proximity to a fault is subject to rupture during an earthquake, exposing occupants and structures to high levels of risk, those areas identified by the Alquist/Priolo Special Studies Zone Act (Public Resources Code, Division 2, Chapter 7.5) shall be designated on the Hazards Overlay Map, and the following actions shall be implemented.

**Actions**

1. Apply definitions, provisions and mapping of the Alquist/Priolo Special Studies Zone Act.
2. Apply the Land Use Compatibility Chart for Special Studies Zones when reviewing all discretionary and ministerial actions (**Table X-2**).
3. Maintain a minimum 50-foot setback from an identified fault for all new structures. For an inferred fault area, a 250-foot setback shall be maintained. However, critical, essential or high occupancy structures and facilities shall not be located in Special Studies Zones unless there is no feasible alternative, as determined by staff review, in which case these facilities shall maintain a 150-foot setback from an identified fault. (A 200-foot setback shall be maintained if the fault is inferred.)
4. Withhold public financing from buildings within the Studies Zone where there is a confirmed fault trace unless it can be established that there is no potential for surface fault displacement or ground rupture which would injure the public investment or fulfillment of its purpose.
5. Do not create new lots within the Studies Zone unless an appropriate geologic investigation establishes sufficient and suitable land area for development according to existing zoning and other applicable City ordinances.
6. Plan transportation facilities (i.e., roads, freeways, rail, rapid transit) and utility systems to cross active fault traces a minimum number of times and to be designed to



*Land Use Compatibility  
in Special Studies Zones and Fault Hazard Zones*

Land Uses	Compatibility in Special Studies Zones or County Fault Hazard Zones
<b>Critical</b> Nuclear-related systems; major dams; explosives or hazardous materials manufacturing, handling, or storage; hospitals and other emergency medical facilities	Restricted
<b>Essential</b> Police, fire, and communications systems; Emergency Operations Centers (EOC's); electric power inter-tie systems; power plants; small dams; utility substations; sewage treatment plants; waterworks; local gas and electric distribution lines; aqueducts; major pipelines; major highways; bridges and tunnels; ambulance services; public assembly sites with capacity for 300 or more persons; schools	Restricted
<b>High Occupancy</b> Multi-family residential of 20 or more units; major commercial including large shopping centers; office buildings; large hotels; health care clinics and convalescent homes; heavy industry; gas stations	Generally Unsuitable
<b>Normal-Low Risk</b> Single-family and two-family residential; multi-family of less than 20 units; small scale commercial; small hotels; motels; light industrial; warehousing; parks	Provisionally Suitable
<b>Restricted</b> Restricted unless alternative sites are not available or feasible and it is demonstrated through a site investigation that, although mitigation may be difficult, hazards will be adequately mitigated	
<b>Generally Unsuitable</b> Restricted unless site investigation demonstrates that site is suitable or that hazards will be adequately mitigated	
<b>Provisionally Suitable</b> Requires site investigation to confirm suitability; may require some modification of facility design or siting	



Land Use Compatibility (Special Studies Zones)

# Yucaipa General Plan

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Table  
**X-2**





accommodate fault displacement without major damage that would cause long term and unacceptable disruption of service. Utility lines shall be equipped with such mechanisms as flexible units, valving, redundant lines or auto valves to shut off flows in the event of fault rupture.

- L. Because the purpose of the Alquist/Priolo Special Studies Zone Act is only applicable to fault rupture areas (in close proximity to faults) and because the entire San Bernardino Valley area is subject to severe hazard from the effects of shaking due to an earthquake, the City shall implement the following actions.

**Actions**

1. Require special studies, including dynamic analysis for all major structures (critical, essential and high occupancy land uses) within areas determined by the City Engineer to be subject to significant seismic shaking.
  2. Design and construct all structures in areas determined by the City Engineer to be subject to significant seismic shaking to withstand ground shaking forces of a minor earthquake without damage, of a moderate earthquake without structural damage, and of a major earthquake without collapse. Critical, essential, and high occupancy structures shall be designed and constructed to remain standing and functional following a major earthquake and shall be so engineered as to withstand maximum probable ground motion accelerations.
  3. Require all new construction to meet the most current and applicable lateral force requirements.
  4. Strengthen earthquake resistance standards for non-structural components of structures including exterior veneers, internal partitions, lighting fixtures, elevators and equipment.
- M. Because liquefaction can cause devastating structural damage and because there is a high potential for saturation when the groundwater level is within the upper 50 feet of alluvial material, the City shall implement the following actions.

### **Actions**

1. Require that each site located within the Liquefaction Hazard Overlay shall be evaluated by a licensed geologist prior to design, land disturbance or construction for soil type, history of the water table's fluctuation and adequacy of the structural engineering to withstand the effects of liquefaction.
2. Apply the Land Use Compatibility Chart for Liquefaction Areas (**Table X-3**) when reviewing all discretionary and ministerial actions.

- N. Because portions of the City have moderate landslide potential, posing measurable risk to life and property, and because once landslides are recognized, many can be safely mitigated, the City shall implement the following actions.

### **Actions**

1. Require that a stability analysis be required in Landslide Hazard areas designated "Generally Susceptible" and "Mostly Susceptible" on the Hazards Overlay Maps and where required by the Geologist.
2. Require site development and construction in compliance with soil and geologic investigation report recommendations.
3. Apply the Land Use Compatibility Chart for Landslides (**Table X-4**) when reviewing all discretionary and ministerial actions.
4. Fund and prepare a land use plan that is in conformance with the Land Use Compatibility Chart for landslides in designated high landslide hazard areas as they are identified.
5. Restrict avoidable alteration of the land which is likely to increase the hazard within areas of demonstrated or potential landslide hazard, including concentrations of water through drainage or septic systems, removal of vegetative cover, steepening of slopes and undercutting the base of a slope.
6. Restrict grading to minimal amounts necessary to provide access, and require grading permits to have an approved site plan which minimizes grading and conforms to the recommendations of any required geologic investigation.

## Land Use Compatibility in Liquefaction Potential Zones

Degree of Compatibility in Liquefaction Potential Zones			
Land Uses	High Zone	Medium-High Zone	Medium Zone
<b>Critical</b> Nuclear-related systems; major dams; explosives or hazardous materials manufacturing, handling, or storage; hospitals and other emergency medical facilities	Restricted	Restricted	Generally Unsuitable
<b>Essential</b> Police, fire, and communications systems; Emergency Operations Centers (EOC's); electric power inter-tie systems; power plants; small dams; utility substations; sewage treatment plants; waterworks; local gas and electric distribution lines; aqueducts; major pipelines; major highways; bridges and tunnels; ambulance services; public assembly sites with capacity for 300 or more persons; schools	Restricted	Restricted	Generally Unsuitable
<b>High Occupancy</b> Multi-family residential of 20 or more units; major commercial including large shopping centers; office buildings; large hotels; health care clinics and convalescent homes; heavy industry; gas stations	Restricted	Generally Unsuitable	Provisionally Suitable
<b>Normal-Low Risk</b> Single-family and two-family residential; multi-family of less than 20 units; small scale commercial; small hotels; motels; light industrial; warehousing	Restricted	Generally Unsuitable	Provisionally Suitable
<b>Restricted</b> Restricted unless alternative sites are not available or feasible and it is demonstrated through a site investigation that, although mitigation may be difficult, hazards will be adequately mitigated			
<b>Generally Unsuitable</b> Restricted unless site investigation demonstrates that site is suitable or that hazards will be adequately mitigated			
<b>Provisionally Suitable</b> Requires site investigation to confirm suitability; may require some modification of facility design or siting			



## Land Use Compatibility (Liquefaction)





## Land Use Compatibility in Landslide Susceptibility Zones

Land Uses	Degree of Compatibility in Landslide Susceptibility Zones			
	Least Susceptible Zone	Marginally Susceptible Zone	Generally Susceptible Zone	Most Susceptible Zone
<b>Critical</b> Nuclear-related systems; major dams; explosives or hazardous materials manufacturing, handling, or storage; hospitals and other emergency medical facilities	Most Compatible	Marginally Compatible	Least Compatible	Least Compatible
<b>Essential</b> Police, fire, and communications systems; Emergency Operations Centers (EOC's); electric power inter-tie systems; power plants; small dams; utility substations; sewage treatment plants; waterworks; local gas and electric distribution lines; aqueducts; major pipelines; major highways; bridges and tunnels; ambulance services; public assembly sites with capacity for 300 or more persons; schools	Most Compatible	Marginally Compatible	Least Compatible	Least Compatible
<b>High Occupancy</b> Multi-family residential of 20 or more units; major commercial including large shopping centers; office buildings; large hotels; health care clinics and convalescent homes; heavy industry; gas stations	Most Compatible	Generally Compatible	Marginally Compatible	Least Compatible
<b>Normal-Low Risk</b> Single-family and two-family residential; multi-family of less than 20 units; small scale commercial; small hotels; motels; light industrial; warehousing	Most Compatible	Most Compatible	Generally Compatible	Marginally Compatible

### Most Compatible

Acceptable; however, if specific concerns are identified, a slope stability analysis may be required

### Generally Compatible

Requires a slope stability analysis to confirm suitability; may require some modification of facility design or siting

### Marginally Compatible

Restricted unless site investigation demonstrates that site is suitable or that hazards will be adequately mitigated

### Least Compatible

Restricted unless alternative sites are not available or feasible and it is demonstrated through a slope stability analysis that, although mitigation may be difficult, hazards will be adequately mitigated

### Note

A slope analysis shall include either a slope stability report by a private consultant or a staff review of slope instability areas shown on Seismic/Geologic Maps or other in-house data, or staff field check. If proposed structures appear to be threatened by moderate or high slope instability, then the project would be conditioned.



## Land Use Compatibility (Landslide Susceptibility)

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Table

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7. Require development on hillsides to be sited in the least obtrusive fashion, thereby minimizing the extent of topographic alteration required.
  8. Restrict development in areas of known landslides or landslide-prone deposits on steep slopes, except where engineering and geologic site investigations indicate such sites are stable or can be made stable by the application of appropriate mitigating measures. In such cases, it must be shown to the satisfaction of the City that the risk to persons, property and public liability can be reduced to an acceptable degree.
  9. Require that foundation and earth work be supervised and certified by a geotechnical engineer and, where deemed necessary, an engineering geologist, in projects where evaluations indicate that state-of-the-art measures can correct instability.
  10. The City shall generate area-specific (where appropriate) hillside development plans on the basis of baseline inventory and geotechnical analysis related to landsliding potential.
- O. Because of limited specific information on the extent of subsidence in the City, the City shall implement the following actions.

#### **Actions**

1. Undertake a program of subsidence hazard identification that will outline the extent of the hazard in the City and propose mitigation measures through the office of the City Engineer.
2. Restrict the construction of any facility which is needed for public safety or for the provision of needed emergency services where an interruption in service could result from structural failure due to settlement or subsidence unless the only alternative sites would be so distant as to thereby jeopardize the safety of the community served.
3. Require that all site-specific geotechnical investigations conducted for proposed development include an assessment of potential impacts and mitigation measures related to expansive reactive soils and erosion.

- P. Because the City has entered into an agreement to participate in the National Flood Insurance Program (NFIP) which provides flood insurance within designated floodplains, the following actions shall be implemented by the City.

**Actions**

1. Floodway and Floodplain areas as identified by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps and Flood Boundary Maps, shall be designated as Floodway (FW) on the Land Use Maps and Floodplain Overlays on the Hazards Overlay Maps.
2. Designated floodway areas shall be preserved for non-structural uses through restrictions of the FW land use district.
3. All new development, including filling, grading and construction, proposed within designated floodplains shall require submission of a written assessment prepared by a qualified hydrologist or engineer, in accordance with the latest "San Bernardino County Hydrology Manual" and the various detention basin policies (see Policy X for this Goal, S-1) to determine whether the development will significantly increase flood hazard and to show that all new structures will be adequately protected. Development shall be conditioned on receiving approval of this assessment by the City Engineer.
4. All new construction in the Floodplain Overlay areas shall be required to be flood-proofed and shall be located and designed to allow unrestricted flow of floodwaters.
5. The Land Use Compatibility Chart for the 100-Year Flood Plains (**Table X-5**) shall apply when reviewing all discretionary and ministerial actions in the designated floodplain.
6. Lands within floodplain areas may be developed with non-critical and non-essential uses if mitigation measures are incorporated so as to ensure that the proposed development will not be hazardous, increase flood depths or velocities downstream, or degrade water quality.
7. Known flood hazard information shall be provided with every discretionary ministerial action application.



## Land Use Compatibility in 100-Year Floodplains

Land Uses	Compatibility in 100-Year Floodplains
<b>Critical</b> Nuclear-related systems; explosives or hazardous materials manufacturing, handling, or storage; hospitals and other emergency medical facilities	Restricted
<b>Essential</b> Police, fire, and communications systems; Emergency Operations Centers (EOC's); electric power inter-tie systems; power plants; utility substations; sewage treatment plants; waterworks; local gas and electric distribution lines; aqueducts; major pipelines; major highways; bridges and tunnels; ambulance services; public assembly sites with capacity for 300 or more persons; schools	Restricted
<b>High Occupancy</b> Multi-family residential of 20 or more units; major commercial including large shopping centers; office buildings; large hotels; health care clinics and convalescent homes; heavy industry; gas stations	Generally Incompatible
<b>Normal-Low Risk</b> Single-family and two-family residential; multi-family of less than 20 units; small scale commercial; small hotels; motels; light industrial; warehousing; parks	Generally Incompatible
<b>Restricted</b> Restricted unless alternative sites are not available or feasible and it is demonstrated that, although mitigation may be difficult, hazards will be adequately mitigated	
<b>Generally Compatible</b> Restricted unless site investigation demonstrates that site is suitable or that hazards will be adequately mitigated	



## Land Use Compatibility (100-Year Floodplains)



8. When no mapped data exists, existing topographical, watershed, and drainage course data shall be evaluated for a determination of potential flood hazard for every discretionary and ministerial action.

Q. Because the FEMA mapping and studies do not yet identify all flood hazard areas in the entire City, the following shall actions shall be implemented.

**Actions**

1. As new overflow studies and mapping are completed and approved by either the City Engineer or the San Bernardino County Flood Control District, they shall supplement the FEMA mapping and shall be incorporated into Flood Hazard Overlay mapping.
2. Programs for the continuous elevation and designation of floodway, floodplain and drainage areas shall be initiated and financed.
3. Timely application for FEMA mapping changes shall be initiated to reflect any additions to or alterations in identified Floodways or Floodplains by the City's Floodplain Management Administrator.
4. The siting of residential and other types of development requiring substantial structures shall be prohibited on playas or dry lake beds as shown on the Floodplain Overlay Map. Industrial, commercial, recreational, or transportation and other uses which utilize the playa or dry lake as a resource may be permitted.
5. All City areas shall be continuously evaluated through the application of development conditions in the pre-construction flood hazard inspection process.
6. Site studies shall be performed in areas where development is proposed which have been tentatively identified as subject to flooding.
7. Construction shall take place in compliance with study recommendations as described in site study required under action item #6 above.

R. Because dam failure as a result of earthquake or other causes results in severe risk to downstream properties, the City shall implement the following actions.

### **Actions**

1. Require an engineering geology report for all new or proposed public and private reservoirs. This report shall be completed by a registered engineering geologist, conform to City standards, and be approved by the City Engineer.
  2. Include reservoirs as Dam Inundation areas on the Hazard Overlay Map as required by the State of California.
  3. Prohibit new dams and reservoirs in areas designated as Geologic Hazards on the Hazard Overlay Map.
  4. Seek elimination of potentially hazardous dams and reservoirs.
  5. Initiate programs to increase the earthquake resistance of dams and reduce the potential impacts of seismically-induced dam failures.
  6. Prohibit critical, essential and high risk land uses from Dam Inundation areas as shown on the Hazard Overlay Map and **Table X-5**.
- S. Because substantial development has already occurred in floodways and floodplains, the City shall implement the following actions.

### **Actions**

1. Continue to identify natural drainage courses and designate City of Yucaipa Drainage Easements as a means to preserve natural drainage flow paths and/or constructed drainage facilities.
  2. Require identification, improvement and upgrading of critical facilities in flood hazard areas through such measures as anchorage to prevent flotation, water tight barriers over openings, reinforcement of walls to resist water pressures, use of materials to reduce wall seepage and installation of pumping facilities for internal and subsurface drainage.
  3. Require implementation of flood protection measures when any additions to the original structure are proposed.
  4. Establish funding mechanisms when flood control facilities are warranted.
- T. Because drainage from adjacent development contributes to flood hazards, the following actions shall be implemented.



### **Actions**

1. The run-off provisions of the Erosion and Sediment Control Ordinance shall apply City-wide.
2. Surface run-off from new development shall be controlled by on-site measures including but not limited to the following.
  - a. Structural controls
  - b. Restrictions regarding changes in topography, removal of vegetation, creation of impervious surfaces, and periods of construction such that the need for off-site flood and drainage control improvements is minimized and such that run-off from the development will not result in downstream flood hazards

- U. Because public education plays a vital role in minimizing flood hazards, the City shall implement the following actions.

### **Actions**

1. Establish a public information system through the Office of Emergency Services outlining emergency operations plans and measures to reduce personal losses in the event of a flood disaster.
2. Develop a flood warning system, where possible, through the County Flood Control District.
3. Develop dam failure and flood plain inundation evacuation plans through the County Office of Emergency Services.

- V. Because flood protection is both local and regional in nature, the City shall implement the following actions.

### **Actions**

1. Continue the development of intergovernmental coordination with cities, adjacent counties, the Army Corps of Engineers, and other agencies which have an interest in flood control projects that cross jurisdictional boundaries.
2. Coordinate land use and flood control planning through staff contacts between the County Flood Control District, Special Districts and cities within the County, and through the annual review of the Capital Improvements Program.

- W. Because the funding of necessary flood control and drainage facilities is a major concern, the City shall coordinate with the

County in the preparation of local area drainage plans and establish funding mechanisms to provide the backbone drainage system for watershed areas within and affecting the City.

- X. Because the proliferation of detention basins is not desirable, safe or economical, the following policies and criteria shall be supported by the City.

- San Bernardino County Detention Basin Policy.
- San Bernardino County Detention Basin Maintenance Financing Policy.
- San Bernardino County Detention Basin Submittal Procedures.
- Detention Basin Design Criteria for San Bernardino County.

- Y. Because rapid urban development has resulted in potential fire hazards in wildland/urban intermix areas County-wide, the City shall implement the following actions.

#### **Actions**

1. Apply the regulations of the "Greenbelt" Fire Safety Overlay Ordinance as found in the Development Code to all City areas subject to wildland/urban intermix fire hazards; the provisions of the Hillside and Foothill Hazard Overlay Ordinances as found in the Development Code shall be incorporated into the Fire Hazard Overlay, insuring the following.
  - a. High fire hazard development shall incorporate careful site design, use of fire retardant building materials and landscaping, development and maintenance of fuel breaks and vegetation management programs, and provisions to limit public access to open space areas in order to minimize wildland fire hazard.
  - b. Adequate and reliable water storage for community fire protection in hazardous areas shall be provided.
  - c. Multiple access with minimum road design standards is required.
  - d. Clearances around structures and road widths in fire and geologic hazard areas as identified on the Hazard Overlay Map should generally meet the following requirements.

- i. New structures proposed on parcels of sufficient width (usually 60 feet or greater) should maintain a minimum 30-foot wide building separation.
  - ii. All structures should maintain a minimum 30-foot wide vegetation clearance area with certain limited exceptions for ornamental landscaping, as recommended by the local fire authority.
  - iii. Public roadways should be developed with a minimum 50-foot wide right-of-way, with a minimum 26-foot wide paved way of travel. For privately maintained roads, the minimum should generally be no less than a 24-foot wide paving with no parking allowed, 32-foot paving with parking allowed on one side, or a 36-foot wide paving with parking allowed on both sides.
- e. Require incorporation of High Fire Hazard Area criteria in the review of proposed General Plan amendments and in the development of Specific Plans.
- 2. Identify and map all such areas on a continuous basis, amending Hazard Overlay Maps where needed.
- 3. Evaluate the Fire Hazard Overlay Ordinance regularly and revise when necessary to reflect the most current fire-safe building and development techniques and standards.
- Z. Because public education is a vital part of fire hazard abatement, prevention and mitigation, the City shall implement the following actions.

#### **Actions**

- 1. Continue to support existing County Forestry-Fire Warden Department education programs in the areas of vegetation modification and management, fire-safe site design techniques and fire prevention, including smoke detector distribution, Exterior Hazard Inspection Programs Fire Safety Team Teaching and the Forest Protection Program.
- 2. Continue to disseminate an informational brochure on design and construction standards required in the Fire Hazard Overlay through the Department of Building and Safety.

- AA. Because fire exists as a hazard City-wide, the following requirements shall apply City-wide unless superseded by the more stringent requirements of the Fire Hazard Overlay.

**Actions**

1. The Peakload Water Supply System guidelines contained in Table X-1 shall be met for all new development or be adequately served by water supplies for domestic use and community fire protection in accordance with standards as determined by the City and the local fire protection agency or authority.
2. Provide adequate fire protection facilities and services in accordance with standards of the City and the local fire protection agency or authority for all development, existing and proposed.
3. Require structures, features of structures or activities determined to be hazardous in terms of fire potential to be brought into conformance with current applicable fire and safety standards.
4. Limit or prohibit development or activities in areas lacking water and fire fighting facilities.
5. Approve high intensity uses such as theaters, motels, restaurants, and schools, and uses requiring the handling or storage of large amounts of flammable materials only in areas with year-round fire protection and adequate water systems with hydrants.
6. Continue to evaluate and amend as necessary development standards for location, building separations, structural design and detection hardware.
7. Require adequate visible designation of all streets, roads and buildings to the standards of the County Fire Warden or the local fire protection agency or authority.
8. Plumb all new swimming pools and static water sources to allow connection to fire fighting equipment if requested by the County Fire Warden or the local fire protection agency or authority.
9. The City shall ensure that successive uses of individual buildings comply with appropriate building and fire standards.



10. Known fire hazard information shall be included in the application for every discretionary or ministerial action.
  11. Adopt common standards for fire safety and building construction.
- BB. Because developments can add to the wind hazard due to increased dust, the removal of windbreaks, and other factors, the City shall require developments subject to discretionary permits in areas identified as susceptible to wind hazards to address site-specific analysis of the following.
- Grading restrictions and/or controls on the basis of soil types, topography or season
  - Landscaping methods, plant varieties, and revegetation scheduling to achieve optimal revegetation success
  - Dust-control measures during grading, trucking, and other dust-generating activities
- CC. Because erosion control is an important concern of the property owner and because many areas in the City are highly susceptible to erosion, the City shall implement the following actions.

**Actions**

1. Apply the provisions of the adopted Erosion and Sediment Control Ordinance City-wide.
2. Regulate grading, land clearance and grazing in susceptible areas to prevent erosion.
3. Establish an education program for homeowners, emphasizing land use for erosion control; coordinate this program with the Soil Conservation Service.
4. Restrict the use of off-road vehicles in areas susceptible to erosion.

**Goal S-2** Continuously integrate new data on natural and man-made hazards into overlay mapping and the review of land use proposals and applications and the enforcement of development standards through the use of mapping overlays, policies and land use designations.

**Policies**

- A. Because of the need for additional flood control measures in the City and the opportunity presented by existing floodway areas as open space for human recreation and wildlife use, the City shall initiate a study for a revised Storm Drain Plan No. 5. This study shall include an investigation into the feasibility of combining

flood control and open space use and a cost comparison with the existing plan.

**Action**

1. Based on the findings of the proposed flood control study, the City shall initiate an effort to fund the construction of a system approved by the City Council.
- B. The City shall require, where appropriate, the use of fire safety features in newly-proposed developments which will balance fire protection services with the potential need. These measures may include, but shall not be limited to, measures specified in the Fire Safety Review Area I and II Development Requirements.
- C. Because strong technical input is needed to refine, enlarge and improve the knowledge of geologic hazards in Yucaipa, the City shall implement the following actions.

**Actions**

1. Establish a geotechnical information collection, storage and retrieval system. Coordinate with the County-wide information gathering effort, and ensure that the City's system will accomplish the following tasks.
    - a. Solicit and coordinate geological studies by the United States Geological Survey (USGS), the California Division of Mines and Geology (DMG), the County and other local agencies, and make the resultant data available to the public and other agencies.
    - b. Incorporate all new research for the prediction and mitigation of geologic hazards.
    - c. File and coordinate with the County Geologist.
    - d. Maintain clear and comprehensive mapping of all geological hazards.
  2. Utilize the County Geologist, the Geotechnical Advisory Committee or professional consultants to establish criteria, standards, guidelines and format for required geologic reports, and formulate standardized mitigation measures. A professional Geologist shall review and approve all required geologic reports.
  3. Incorporate newly-acquired data and technology into the mapping, policies and procedures of this General Plan.
- D. Because of the potential for liquefaction impacts to certain areas in the City, an inventory and analysis of such areas with liquefaction potential shall be undertaken.

- E. Because of the potential relationship between seismic activity and landsliding effects, the City shall require that a seismic analysis be included as a part of landslide stability studies when required by the City Engineer.
- F. Because individual developments may be subject to spot flooding from all streams or unmapped areas adjacent to mapped flood areas, the City shall require specific hydrology and hydraulic studies to be prepared at the time developments are proposed, as follows.

**Actions**

- 1. Identify existing drainage conditions, upstream and downstream drainage conditions at buildout of the General Plan, and measures which must be taken within the development project or downstream from the project to preclude impacts on the proposed development or increased impacts to downstream development. These studies should be submitted and reviewed by the Engineering Department.
  - 2. Fully account for all planned flood-control facilities within or adjacent to the project site. Where sections of flood-control facilities cannot be constructed, provision should be made for their ultimate construction, that is, right-of-way reserved and construction funds secured. Additionally, interim facilities must be provided which will be able to handle the additional runoff from the proposed development until the planned flood control facilities are constructed.
- G. Because wind poses a hazard to City land uses, high wind areas shall be mapped as a Hazard Overlay when sufficient data becomes available. State-of-the-art wind mitigation building standards, including roofing requirements, shall be applied to those areas when mapped. The City shall implement the following actions.

**Actions**

- 1. Map high wind areas as part of the Hazard Overlay.
- 2. Map potential wind erosion areas on the basis of soil characteristics for use as a hazard overlay.
- 3. Adopt design measures for critical, essential, and high occupancy structures to minimize potential wind hazards such as damage to communication, utility, or structural features (e.g., glass facades).

4. Adopt design and/or upgrade measures for facilities identified as susceptible to wind hazards (such as utilities and communications equipment) to minimize potential impacts.
- H. Because specific mapping of erosion-susceptible areas City-wide is difficult to access, maps developed by the Resource Conservation Districts delineating erosion areas shall be adopted by the City. Until such time as maps can be incorporated into the Hazard Overlay, the City Building and Safety official shall evaluate all ministerial and discretionary actions for minimization of erosion hazards.

**Goal S-3** Support and expand disaster response programs, and initiate a program for post-disaster planning.

**Policies**

- A. The City shall encourage involvement in the emergency preparedness programs already in place in the region, as well as emergency preparedness education in the schools and in the media.
- B. The City shall actively support and participate in all aspects of the Yucaipa Valley Emergency Services Committee.
- C. Establish comprehensive procedures for post-disaster planning in affected areas.
- D. Because emergency preparedness is crucial to the protection of the public in case of disaster, the following actions shall be implemented.

**Actions**

1. Coordinate with the County Office of Emergency Services, and maintain and update the Emergency Preparedness Management Plan for use by the City to protect the citizens of Yucaipa.
2. Coordinate with public and private agencies, and initiate coordination in residential areas through Neighborhood Watch, homeowners associations and other neighborhood groups.
3. Provide for the needs of dependent and immobile populations in emergency response and recovery operations through identification and prioritization of rescue needs.
4. Require disaster plans and provisions in the design, location and management of all public facilities.



5. Plan, design and use public facilities according to the requirements of the Emergency Management Plan.
  6. Assure adequate access routes to and from potential devastation areas as required by the Emergency Management Plan.
- E. Because the City's ultimate post-disaster survival will depend not only on the effectiveness of hazard mitigation and disaster response programs, but also on how quickly and how well the City is rebuilt after a major disaster, the City shall initiate a program for post-disaster planning. All options, from redevelopment to opportunities for upgrading, shall be included. Such measures as revised street and traffic patterns, parking, architectural and landscape design, and general land use compatibility, as well as building code improvements, shall be addressed.

#### **Actions**

1. Establish a standing committee for disaster recovery to plan for a disaster by providing contingency planning for the rapid and effective reconstruction of affected areas. The committee shall include representatives of Planning, Engineering, Flood Control, Community Services and Building and Safety, as well as liaisons to the local utilities and any State and Federal redevelopment, housing and reconstruction programs.
2. Develop guidelines through the committee for the exercise of emergency authorities for such purposes as the following.
  - a. Rapid designation of redevelopment areas through pre-preparation of emergency ordinances
  - b. Possible revision of land use, circulation and parking requirements, and institution of other programs for improving the community environment
  - c. Adaptation and institution of special programs for disaster recovery
  - d. Funding of disaster recovery measures.
  - e. Moratoria on reconstruction in any high-hazard areas where damage could be repeated
  - f. Upgrading of the building code

- g. Establishment of Geologic Hazard Abatement Districts, as appropriate
  - h. Designation of sites for temporary housing (e.g., travel trailers and pre-fabricated construction) of households made homeless in the disaster, in cooperation with the Disaster Housing Program of the Federal Emergency Management Agency.
- F. Because an integrated approach is needed to coordinate the City's present and future needs in fire protection services in response to fire hazards and risks and to serve as a basis for program budgeting, identification and implementation of optimum cost-effective solutions, the City shall implement the following actions.

**Actions**

1. Participate in the creation of a County-Wide Fire Protection Master Plan based upon land use districts.
2. Develop, adopt, and implement a recommended schedule of fees to finance the fire protection infrastructure that is tied to land use categories and specific community needs as prescribed by the County-Wide Fire Protection Master Plan.
3. Continue to coordinate fire protection services for the City, with the County, the California Department of Forestry and Fire Protection, the United States Forest Service, the Bureau of Land Management, and all City and special districts with fire protection powers.
4. Require development applicants, in areas of identified fire risk, to prepare a site-specific fire protection plan.
5. Require applicants to fund expansion of local fire protection services for planned developments of 50 units or more.
6. Implement monitoring of fire-prevention measures (such as fuels reduction) to prevent damage to biological habitats in chaparral areas.







## **A. Background Statement**

The air quality in the City of Yucaipa results from a unique combination of factors. Air flow patterns and emission sources, both local and those located through the region, result in some of the worst air quality in the nation. The Yucaipa area sometimes exceeds state and federal air quality standards for ozone (O<sub>3</sub>) and particulate matter (PM<sub>10</sub>).

Exceedances are more common during summer months when onshore wind patterns transport pollutants from the western portion of the South Coast Air Basin, notably Los Angeles and Orange Counties, which combine with local sources. The Yucaipa area sometimes records the most severe violations of air quality standards for ozone and PM<sub>10</sub> in the summer months relative to the rest of the air basin.

## **B. Regulatory Framework**

The Clean Air Act, promulgated in 1970 and amended twice thereafter (including the recent 1990 amendment) established the framework for modern air pollution control. The Act directs the Environmental Protection Agency (EPA) to establish ambient air standards for six pollutants: ozone, carbon monoxide, lead, nitrogen dioxide, particulate matter and sulphur dioxide. The standards (NAAQS) are divided into primary and secondary standards; the former are set to protect human health within an adequate margin of safety and the latter to protect environmental values such as plant and animal life.

According to the Act, states are required to submit a State Implementation Plan (SIP) for areas that exceed the NAAQS, or nonattainment areas. The SIP, which is reviewed and approved by the EPA, must demonstrate how the federal standards will be achieved. Failure to submit a plan or secure approval could lead to denials of federal funding and permits for improvements such as highway construction and sewage treatment plants. In cases where the SIP is submitted but fails to demonstrate achievement of the standards, the EPA is directed to prepare a Federal Implementation Plan.

In addition to the six pollutants regulated by federal legislation, the California Clean Air Act establishes standards for hydrogen sulphide, sulphates and vinyl chloride. Responsibility for achieving these standards (which are more stringent than federal standards) is placed on the California Air Resources Board and local air pollution control districts. District plans for nonattainment areas must be designed to achieve a five percent (5%) annual reduction in total District emissions. The AQMP is, in turn, incorporated into the SIP.

With the aim of complying with all federal standards by the year 2007, the SCAQMD and SCAG jointly prepared the 1989 AQMP. The plan calls for the implementation of rules and regulations by the Air Resources Board, SCAQMD, the EPA and local jurisdictions.

The AQMP calls upon local governments to take responsibility for eight percent (8%) of the total required reduction region-wide in emissions from reactive organic gases and oxides of nitrogen. Specifically, local governments are asked to implement appropriate control

measures contained in the AQMP to achieve this reduction. Several measures direct local government to adopt an Air Quality Element or its equivalent into its General Plan. If all of the applicable control measures are not implemented, the air quality standards cannot be achieved. In this event, the existing moratorium on the location of stationary sources in the basin will continue, and federal funding and other permits may be denied until the standards are met.

In an effort to comply with federal and state regulations and to improve air quality in the county and region, this Air Quality Element has been adopted.

### **C. Objectives**

**1. Air Quality and Economic Growth**

Achieve air quality improvements in such a way that continued economic growth can be sustained.

**2. Market Incentives and Regulations**

Achieve necessary air quality-related lifestyle and economic changes through market incentives where feasible and through regulatory measures where necessary.

### **D. Goals, Policies and Programs**

The following General Plan goals have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

- AQ1 Establish a job-housing balance strategy that will reduce the overburdening of the circulation system and resultant vehicular emissions.
- AQ2 Encourage both new and existing developments to decrease emission releases.
- AQ3 Encourage the use of current and future mass transit facilities in order to decrease the use of private vehicles and thereby reduce emissions from mobile sources.
- AQ4 Strive for the attainment of Federal air quality standards through the land use review process.
- AQ5 Maximize the efficiency of current transportation systems through system and demand management strategies.
- AQ6. Design streets and install paths that encourage non-motorized forms of travel to shopping, parks and schools.
- AQ7. Review and incorporate appropriate policies contained in the Regional Air Quality Element.

Because the air quality problem is larger than any one jurisdiction, this Air Quality Element includes goals, policies and programs which have been accepted by the 15 cities in the San Bernardino County portion of the South Coast Air Basin. These consensus goals, policies and programs provide a common foundation for coordinated action. [Those programs marked with an asterisk (\*) are programs which further more than one air quality policy.]

## **1. Government Organization, Roles and Responsibilities**

### **a. Goal**

Effective coordination of air quality improvement within the portion of the South Coast Air Basin in the City of Yucaipa and improved air quality through reduction in pollutants from Orange and Los Angeles counties

### **b. Policies**

#### **i. Establish Coordinated Approach**

Because air quality can best be addressed in a cooperative manner by all affected jurisdictions, the City shall coordinate with other jurisdictions in San Bernardino County to establish parallel air quality plans and implementation programs as follows.

#### Programs

- (a) Adopt local air quality elements based on the San Bernardino County/Cities Regional Air Quality Plan.
- (b) Establish an on-going air quality implementation and project referral process within the Yucaipa portion of the South Coast Air Basin, adapting it as necessary to local circumstances, resources and procedures.

#### **ii. Integrate with Related Programs**

Because other mandated programs have similar and conflicting requirements, the City shall coordinate a process to integrate the implementation, monitoring and reporting of related functional programs as follows.

#### Programs

- (a) Establish a coordination process for relating parallel actions undertaken as part of other regional or countywide plans.
- (b) Participate with the San Bernardino Association of Governments (SANBAG) in defining and implementing a Congestion Management Program for the City of Yucaipa.\*



- (c) Establish and maintain an implementation/monitoring system devised as part of the preparation of the Air Quality Plan. Integrate with monitoring and reporting systems required for purposes which overlap with the Air Quality Plan.
- iii. **Affect Source Jurisdictions**  
Because air quality is a regional problem requiring regional solutions, the City shall actively cooperate with Los Angeles, Orange, San Bernardino and Riverside Counties to comprehensively improve air quality at the emission source as follows.

Program

- (a) Jointly establish a communication network with key elected officials and staff involved in air quality planning in Los Angeles, Orange, San Bernardino and Riverside Counties as the basis for identifying and implementing parallel measures of mutual benefit.
- iv. **Encourage Community Participation**  
Because alleviation of the air quality problem requires action on the part of all City residents, the City shall involve environmental groups, the business community, special interests and the general public in the formulation and implementation of programs which will effectively reduce airborne pollutants as follows.

Program

- (a) Design and conduct efforts to involve the public and effected/interested parties in the adoption of local air quality elements and the implementation of air quality improvement programs through the following means.
    - (1) Conduct public forums.
    - (2) Establish communication and education programs.
    - (3) Make written briefs available locally.
    - (4) Conduct Planning Commission/City Council public workshops.
    - (5) Utilize a variety of media forms to maximize citizen involvement.
- v. **Support Innovative Approaches**  
Because utilization of all available means of improving air quality will be necessary to meet attainment requirements, the City shall advocate and support innovative strategies to improve air quality such as the following.



## Program

- (a) Support new approaches to improving air quality through the following steps.
  - (1) Support legislation.
  - (2) Cooperate with regional bodies.
  - (3) Establish pilot programs.
  - (4) Fund and/or participate in private/public partnerships.

Potential actions could include the following.

- (5) Support legislation which would authorize the imposition of consumer product emission fees, either at retail outlets or manufacturing points.
- (6) Institute time of day, seasonal and place control measures.
- (7) Implement an auto buy-back program for older makes and/or high emission vehicles.
- (8) Create an emissions reduction trust to administer emission offsets.
- (9) Investigate the feasibility of highway electrification and automation.
- (10) Support state-enabling legislation to reassess the distribution of property and sales tax revenues.

## **2. Ground Transportation**

### **a. Goal**

A diverse and efficiently-operated ground transportation system which generates the minimum feasible amount of pollutants

### **b. Auto Use Policies**

#### **1. Eliminate Vehicle Trips**

Because the elimination of vehicle trips (VT) is one of the most effective ways of reducing airborne emissions, the City shall use incentives, regulations and/or Transportation Demand Management (TDM) in cooperation with other jurisdictions in the South Coast Air Basin to eliminate vehicle trips which would otherwise be made.

## Programs

- (a) Establish and implement a Transportation Demand Management Program through actions such as the following.

- (1) Require Transportation Management Association (TMA) establishment for large employers and commercial/industrial complexes. Apply to new businesses at the project approval or permit stage.\*
  - (2) Implement employee rideshare and transit incentives in public agencies.
  - (3) Require employee rideshare and transit incentives for employers with more than 25 employees at a single location. Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.
  - (4) Participate in cooperative efforts to establish legislation affording incentives for the purchase of Vanpools.
  - (5) Participate in the design and establishment of incentives which would eliminate vehicle trips.
  - (6) Implement teleconferencing and telecommuting programs in public agencies
  - (7) Require teleconferencing and telecommuting for private employers with more than 25 employees at a single location. Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.
  - (8) Participate with SANBAG to develop a private/public telecommunication center in San Bernardino County.
- (b) Define and implement auto limitation procedures in selected areas and at selected times, provided that alternative transportation modes are available by establishing incentives, regulations and/or procedures to limit direct auto access to special event centers and in auto-free zones during peak periods.\*
- (c) Establish incentives and/or regulations to eliminate work trips, including such actions as the following.\*
- (1) Implement staggered, flexible and compressed work schedules in public agencies.\*
  - (2) Require work schedule flexibility programs for employers with more than 25 employees at a single location. Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.\*

iii. Reduce Vehicle Miles Traveled

Because the reduction of vehicle miles traveled (VMT) will reduce mobile source emissions, the City shall use incentives, regulations and/or Transportation Demand Management in cooperation with other jurisdictions in the South Coast Air Basin to reduce the vehicle miles traveled for auto trips which still need to be made.

Programs

- (a) Establish and implement a Transportation Demand Management Program through such actions as the following.
  - (1) Require TMA establishment for large employers and commercial/industrial complexes. Apply to new businesses at project approval or permit stage.
  - (2) Implement employee rideshare and transit incentives in public agencies.
  - (3) Require employee rideshare and transit incentives for employers with more than 25 employees at a single location. Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.
  - (4) Participate in cooperative efforts to establish legislation affording incentives for the purchase of Vanpools.
  - (5) Participate in the design and establishment of incentives which would eliminate vehicle trips.
- (b) Establish and maintain telecommunication strategies to reduce the length of auto trips through such actions as the following.\*
  - (1) Implement teleconferencing and telecommuting programs in public agencies.
  - (2) Require teleconferencing and telecommuting for private employers with more than 25 employees at a single location. Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.

- (c) Define and implement auto limitation procedures in selected areas and at selected times, provided that alternative transportation modes are available, through such actions as the following.\*

- (1) Establish regulations and/or procedures to limit direct auto access to special event centers and in auto-free zones during peak periods.

a. **Congestion Management Policies**

i. **Modify Work Schedules**

Because increased traffic congestion results in increased emissions, the City shall promote and establish modified work schedules which reduce peak period auto travel.

Program

- (a) Establish incentives and/or regulations to spread work trips over a longer period to reduce peak period congestion.\*

- (1) Implement staggered, flexible and compressed work schedules in public agencies.
  - (2) Require work schedule flexibility programs for employers with more than 25 employees at a single location. Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.

ii. **Establish High Occupancy Vehicle (HOV) Lanes**

Because HOV lanes help to reduce traffic congestion, the City shall participate in efforts to achieve increased designation, construction and operation of HOV lanes on freeways in Los Angeles, Orange, Riverside and San Bernardino Counties.

Program

- (a) Jointly, through the County, SANBAG and SCAG, participate with adjacent counties in expanding HOV lanes on the freeway system within those counties by initiating an HOV task force to work with CALTRANS in implementing HOV lanes within the urbanized and urbanizing portions of San Bernardino, Orange, LA and Riverside Counties.



- iii. **Integrate Congestion Management Program**  
Because many of the provisions of the Congestion Management Program are the same or complementary to air quality programs, the City shall coordinate overlapping components of the State-mandated Congestion Management Program and the Air Quality Element.

Program

- (a) Participate with SANBAG in defining and implementing a Congestion Management Program for the County of San Bernardino to insure appropriate coordination with air quality planning.
- iv. **Establish Congestion Fees**  
Because congestion fees can discourage vehicle trips, thereby reducing vehicle emissions, the City may promote market-based incentives and disincentives to relieve peak hour/peak direction congestion within highly congested travel corridors.

Program

- (a) Cooperatively initiate a pilot program to explore, jointly with Los Angeles, Orange, San Bernardino and Riverside Counties, methods and workability of congestion fees for peak hour/peak direction use to be levied within highly congested travel corridors, particularly those which exceed Service Level "E" volumes and which generate emissions transported to the City of Yucaipa from elsewhere.
- d. **Expanded Transit System and Services Policies**
  - i. **Expand Transit in the County**  
Because alternative forms of transit are now required to encourage or allow the reduction of low occupant vehicle use, the City shall cooperate in efforts to expand bus, rail and other forms of transit in the portion of the South Coast Air Basin within the City and surrounding area.

Programs

- (a) Participate with public transit providers serving the City of Yucaipa in a cooperative program to increase transit services with existing equipment and expand services through transit facility improvements.

- (b) Coordinate with public transit providers to increase funding for transit improvements to supplement other means of travel.\*
  - (c) Plan for intra-regional commuter and main line rail service development, including convenience facilities at rail stops through the intensification of planned land uses in the vicinity of transit stops and the consolidation of parking facilities to support transit as well as adjacent uses.
  - (d) Develop design standards that promote access to transit facilities.
- ii. **Expand Transit in the Air Basin**  
Because the reduction of interregional trips will reduce vehicle trips and thereby reduce mobile emissions, the City shall promote the expansion of all forms of transit in the urbanized portions of San Bernardino, Orange, Los Angeles and Riverside Counties.

#### Programs

- (a) Influence the expansion of intra-regional commuter and main line rail services, particularly those linking with destinations in Yucaipa and the surrounding area.
  - (b) Support public transit providers in efforts to increase funding for transit improvements to supplement other means of travel.\*
  - (c) Jointly support efforts to establish a region-wide bus pass.
- e. **Non-Motorized Means of Transportation Policies**
- i. **Promote Non-motorized Transportation**  
Because reduced emissions are promoted by the use of bicycles and pedestrian facilities as alternative forms of transportation, the City shall provide bicycle and pedestrian pathways to encourage non-motorized trips.

#### Program

- (a) Develop standards and guidelines for support facilities to incorporate into development plans for increased bicycle and pedestrian routes to link appropriate activity centers to nearby residential development.

f. **Parking Management Policies**

i. **Manage Parking Supply**

Because the reduction of parking discourages low occupancy vehicle use, the City shall manage parking supply to discourage auto use, while ensuring that economic development goals will not be sacrificed.

Program

- (a) Establish short and long-term parking management strategies at governmental and private facilities in ways that discourage single occupancy vehicle usage and reward high vehicle occupancy rates without placing the county at a competitive disadvantage through such means as the reduction or redirection of parking supply and the creation of parking "banks" of landscaping and other less intensive land uses which could be used for parking in the future or could be developed with a more intensive land use provided the tenant/owner effectively reduces the demand for parking (through Transportation Demand Management, Regulation XV programs, increased parking cost, etc.).\*

ii. **Encourage Market Incentives and Disincentives**

Because charging the market value for parking discourages vehicle usage, the City shall promote a regional approach to increasing parking costs in order to discourage low vehicle occupancy.

Program

- (a) Establish parking management strategies for governmental and private facilities in ways that discourage single occupancy vehicle usage and reward high vehicle occupancy rates without placing the City at an economic disadvantage in enticing jobs by such means as the recapturing of parking costs through fees, single occupant surcharges, reduced employee subsidized parking and increased parking enforcement.\*

g. **Cleaner Fuels Policies**

i. **Support Legislation**

Because auto emissions from fossil fuels cause a significant proportion of the area's air quality degradation, the City shall promote state and federal legislation which would improve vehicle/transportation technology and which would establish differential pricing mechanisms to assess the true cost of emissions.

### Programs

- (a) Support legislation to stimulate the development of practical clean fuel vehicles.
  - (b) Support state legislation which would establish emission fees on gasoline products and differential registration fees on motor vehicles according to the emission levels that they are designed to produce, including the exploration of an option that imposes pollution fees on individual vehicles at the time of mandated smog inspections, based on actual vehicle performance.
  - (c) Support legislation which tightens the existing vehicle inspection program, both in terms of standards to be met and requirements for compliance.
- ii. Institute Clean Fuel Systems  
Because government vehicles contribute to vehicle trips and vehicle miles traveled, the City shall invest in clean fuel systems on new local government fleet vehicles.

### Program

- (a) Institute clean fuel systems on new local government fleet vehicles.

## **3. Air Transportation**

- a. **Goal**  
the minimum feasible amount of emissions from air carrier airports
- b. **Policies**
  - i. Promote Improved Technology  
Because aircraft fuels result in a significant amount of air emissions, the City shall promote the requirement of the best available technology to reduce emissions in aircraft fleets.

### Programs

- (a) Adopt/urge the establishment of the best available technology and operational measures for aircraft and ground service vehicles.
- (b) Support the phasing out of Stage II aircraft and the earliest possible transition to Stage III aircraft for operation within the Air Basin.



- ii. **Promote Centralized Ground Power**  
Because airports cause a significant portion of the Basin's air quality degradation, the City shall promote the installation of centralized ground power systems at existing air carrier airports.

Program

- (a) Adopt/urge the establishment of requirements for centralized ground power systems to be installed and used as soon as practicable at existing air carrier airports.
- iii. **Promote Improved Ground Access**  
Because traffic congestion can be significant in proximity to airports, the City shall promote the conditioning of air carrier airports upon the inclusion of plans for improved ground access.

Program

- (a) Adopt/urge the establishment of an ordinance requiring air carrier airport operators to obtain permits based on approved plans for trip reduction, facility design and access improvements.

#### **4. Land Use**

- a. **Goal**

A pattern of land uses which can be efficiently served by a diversified transportation system and land development projects which directly and indirectly generate the minimum feasible amount of air pollutants

- b. **Policies**

- i. **Manage Growth**

Because congestion resulting from increased growth is expected to result in a significant increase in the air quality degradation of the air basin, the City may manage growth by insuring the timely provision of infrastructure to serve new development.

Program

- (a) Incorporate phasing policies and requirements in general plans and development plans to achieve the timely provision of infrastructure (particularly transportation facilities) to serve development through tying growth to Level of Service (LOS) standards and using Urban Limit Lines or phasing areas to manage growth.

ii. Balance Growth

Because a more even distribution between jobs and housing will result in fewer vehicle trips and vehicle miles traveled, the City shall manage growth in order to create a more efficient urban form.

Programs

- (a) Manage growth through new development and redevelopment project reviews and actions such as the following.
  - (1) Project review procedures which ensure that individual projects have a positive or neutral impact on VT/VMT
  - (2) Revision of the General Plan land use designations
  - (3) Revision of the Development Code
  - (4) Imposition of exactions or linkage fees on projects which negatively impact VT/VMT
  - (5) Project review procedures which ensure that site design allows for alternative modes of transportation (bus stops, bus turnouts, bikeways, pedestrian routes, etc.)
  - (6) Phasing of growth to ensure that job expansion and housing production occur at a targeted pace
  - (7) Indexing of residential development in housing-rich areas to commercial/industrial construction or availability
  - (8) Encouragement of mixed use development
  - (9) Provision of density/intensity bonuses to projects which improve the housing/jobs balance
  - (10) Encouragement of Planned Unit Development
  - (11) Incentives for employer-provided housing
  - (12) Provision of subsidies to attract new businesses
  - (13) Utilization of tax-exempt bond financing to encourage job-creating businesses
  - (14) Provision of infrastructure improvements and/or land for industrial and commercial development
- (b) Improve growth management at a sub-regional level in relation to major activity centers as new development occurs by allowing/encouraging intensified development around transit nodes and along transit corridors and using urban limit lines or phasing areas to manage growth.
- (c) Continue and consider expanded support for demonstration projects such as Baldy View Public/Private Coalition (Clout) to incorporate incentive-oriented tax credits, loan

programs, small business development programs and complementary land use policies, all aimed at the improvement of the jobs/housing balance in Yucaipa and the surrounding counties.

- (d) Develop and adopt an agreement among the participating jurisdictions as to mutually acceptable approaches to improve and maintain the jobs/housing balance.

iii. **Protect Sensitive Receptors**

Because some land uses support populations that are especially sensitive to air contaminants (such as schools and hospitals), the City shall support a regional approach to regulating the location and design of land uses which are especially sensitive to air pollution.

Program

- (a) Participate with SCAQMD in jointly formulating appropriate standards for regulating the location and protection of sensitive receptors (schools, day care facilities, hospitals and the like) from excessive and hazardous emissions.

iv. **Integrate Planning Process**

Because the interrelationship of land use and transportation has a significant effect on air quality, the City shall integrate air quality planning with the land use and transportation process.

Program

- (a) Locate and design new development in a manner that will minimize direct and indirect emission of air contaminants through such means as the following.
  - (1) Promote mixed use development to reduce the length and frequency of vehicle trips.
  - (2) Provide for increased intensity of development along existing and proposed transit corridors.
  - (3) Provide for the location of ancillary employee services (including, but not limited to, child care, restaurants, banking facilities and convenience markets) at major employment centers for the purpose of reducing mid-day vehicle trips.

## **5. Particulate Emissions**

### **a. Goal**

The minimum practicable amount of particulate emissions from the construction and operation of roads and buildings

### **b. Policies**

#### **i. Control Dust**

Because particulate emissions exceed federal and state standards in the air basin, the City shall reduce particulate emissions from roads, parking lots, construction sites and agricultural lands.

#### Programs

(a) Adopt incentives, regulations and/or procedures to manage paved roads so they produce the minimum practicable level of particulates.

(b) Adopt incentives, regulations and/or procedures to minimize particulate emissions during road, parking lot and building construction.

(c) Adopt incentives, regulations and/or procedures to control particulate emissions from unpaved roads, drives, vehicle maneuvering areas and parking lots.

(d) Adopt incentives, regulations and/or procedures to limit dust from agricultural lands and operations (where applicable).

#### **ii. Reduce Emissions from Building Materials and Methods**

Because particulate emissions are affected by the type of materials and methods utilized, the City shall reduce emissions from building materials and methods which generate excessive pollutants.

#### Program

(a) Adopt incentives, regulations and/or programs to prohibit the use of building materials and methods which generate excessive pollutants.



## **6. Energy Conservation**

### **a. Goal**

Reduced emissions through reduced energy consumption

### **b. Policies**

#### **i. Conserve Energy**

Because energy sources produce significant amounts of air pollution, the City shall reduce energy consumption through conservation improvements and requirements.

#### Programs

- (a) Implement plans and programs to phase in energy conservation improvement through the annual budget process.
- (b) Adopt incentives and/or regulations to enact energy conservation requirements for private development.

#### **ii. Limit Water Heater Emissions**

Because heaters emit air pollutants, the City shall reduce water heating emissions resulting from swimming pool heaters and residential and commercial water heaters.

#### Programs

- (a) Adopt incentives and/or regulations to reduce emissions from swimming pool heaters.
- (b). Adopt incentives and/or regulations to reduce emissions from residential and commercial water heating.

#### **iii. Recycle Wastes**

Because recycling can reduce the pollutants emitted from the generation of new materials, the City shall promote the local recycling of wastes and the use of recycled materials.

#### Program

- (a) Implement the provisions of AB 939, and adopt incentives, regulations and/or procedures to specify local recycling requirements.









## A. Open Space

The City of Yucaipa provides a reasonable amount of open space for its residents and visitors. Open space for outdoor recreation includes, but is not limited to, areas of outstanding scenic historic and cultural value; areas particularly suited to active recreation uses; and areas which serve as links between open space, including trails and scenic highway corridors. Scenic vistas should also be considered as open space amenities. (For a more detailed discussion of trails, scenic highways, corridors and vistas, see the Multi-Use Trails and Scenic Highways Element.) The preservation of open space is crucial to attaining the City-wide goal of providing a reasonable quality of life for all. Areas that provide for recreational open space uses are being well utilized by the existing population. As the population grows, additional open space and parkland will be needed to provide recreational opportunities, relief from urbanization and a sense of community identity. (For a more detailed discussion of parks and recreation facilities, see the Infrastructure and Public Facilities Element.)

Failure to provide adequate open space and park facilities can result in several undesirable effects. Without a plan in place, new development can quickly consume valuable open space lands. Inappropriate development can also result in the loss of open space amenities through the alteration of natural features.

As shown on the following chart, San Bernardino County contains a multitude of state and federal agencies responsible for managing a variety of open space resources.

<u>Area</u>	<u>Approx. Acres</u>	<u>Approx. Sq. Miles</u>
National Forest	467,522	730
Bureau of Land Management (US)	7,035,092	10,992
Bureau of Reclamation (US)	36,212	57
Fish and Wildlife (US)	7,612	12
National Park Service	1,867,538	2,912
Army Corps of Engineers	2,926	5
Federal Aviation Agency	1,075	2
State Lands	209,920	328
Bureau of Indian Affairs	71,627	112
<hr/>		
<b>Total</b>	<b>9,699,524</b>	<b>15,150</b>
Entire County	12,904,960	20,164

The residents of Yucaipa thus find themselves in proximity to vast expanses of quality open space representing a diversity of landscape types and qualities. This proximity contributes to the quality of life in Yucaipa. The residents of Yucaipa also have a reasonable supply of parkland and open space areas available for their use and enjoyment within the City limits. As buildout of the City proceeds, it will be important for the amount and quality of open space and recreation lands to keep pace with the diverse and growing population.

## B. Soils

### 1. Introduction

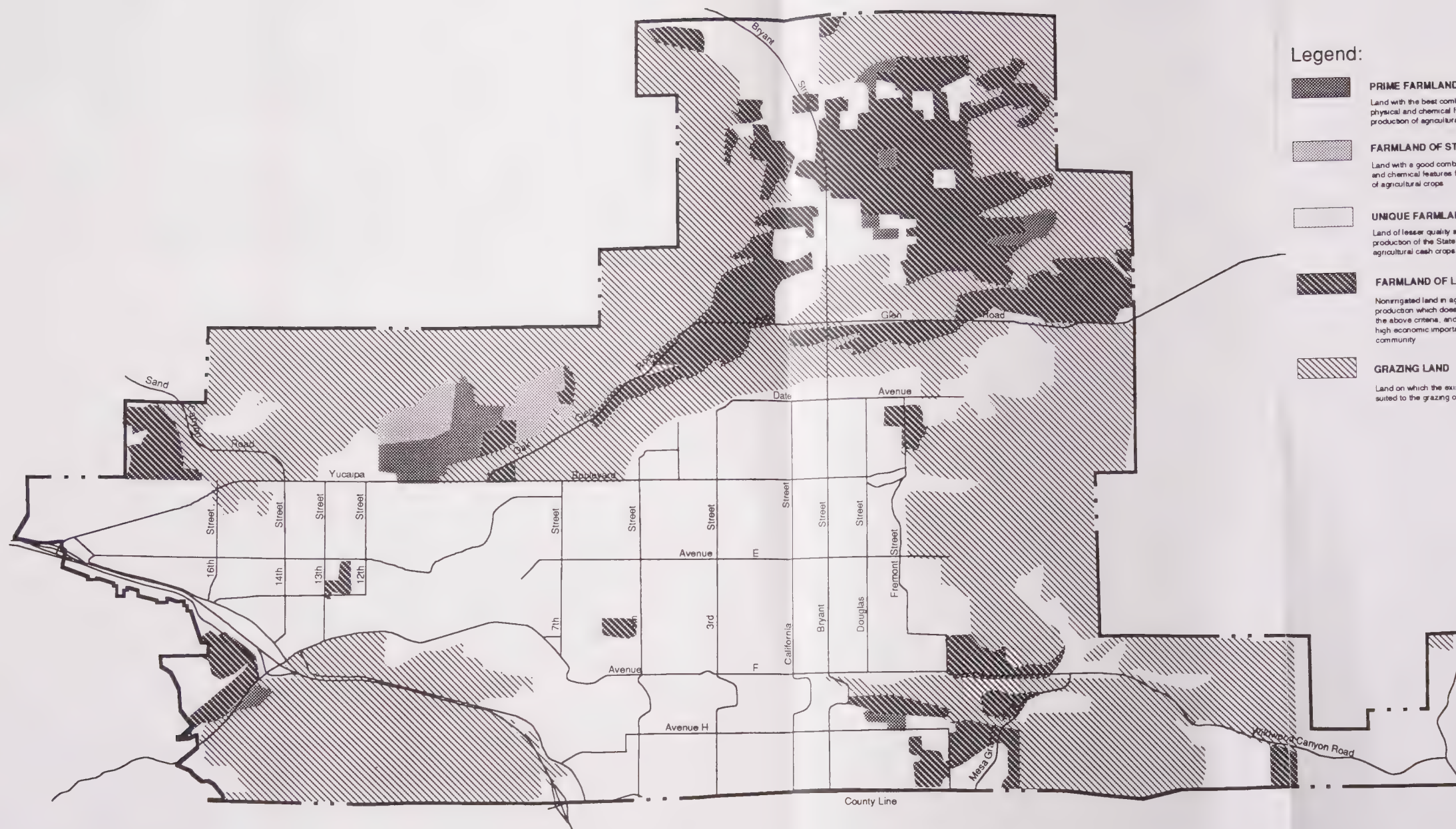
Information in this section is taken from the EIR prepared by ERC Environmental and Energy Systems Company, Sedway Cooke Associates and Wildan Associates in May of 1989 for the County of San Bernardino's General Plan Update. A copy of this EIR is on file with the County.

Within the City of Yucaipa there exists soil which is considered potentially valuable for agricultural uses. There are two primary methods of designating valuable soils: The SCS system of capability classes and the Important Farmlands Inventory.






Soil capability classes are a general designation based on the limitations of soils when used for field crops, the risk of damage from agricultural use and the manner in which soils respond to treatment methods. Specific characteristics studied include soil depth, drainage, permeability, water holding capacity, slope, erosion, crop suitability and root penetration depth. Soils are grouped in three levels: class, subclass and unit (see **Table XII-1**). Soil class, the broadest level of categorization, is designated by a Roman numeral; subclasses refer to soil groups within a particular class and are designated by a small letter; soil units refer to those soil groups within subclasses which are subject to similar crop selection and management principles and are designated by Arabic numbers. Classifications of valuable agricultural soils within the City of Yucaipa are based on these class designations. All soils of Class I, II or III are considered to be valuable agricultural soils. A soil survey report has been prepared by the U.S. Department of Agriculture Soil Conservation Service for the southwestern portion of San Bernardino County. These soils are located in the valley areas of the City and described as Ramona Sandy Loam, Hanford Coarse Sandy Loam and Greenfield Sandy Loam on two to nine percent slopes (RmC, HaC, and GfC soil series designated map symbols all classified as IIe-1). Erosion is listed as the limitation of these soils. This means that erosion may occur unless close-growing plant cover is maintained. The cause for potential erosion of these soils in Yucaipa is the slightly greater than optimum steepness of the topography. Other soils which occur in substantial amounts within the City are Cieneba Rock Outcrop Complex (Cr-VIIIe-1) in the hilly areas of the City, Tujunga Loamy Sand (Tub-IIIE-4) generally associated with river wash areas and Saugus Sandy Loam (ShF-VIIIe-1) and San Timoteo Loam (SgF2-VIe-1).

The SCS Important Farmlands Inventory classifies three main agricultural categories based on soil properties--prime farmland, additional farmland of State-wide importance and unique farmland. These classifications were adopted by the State Department of Food and Agriculture (CDFA) in 1981 and are based on soil capability plus other factors such as current land use. A map showing these areas is included as **Exhibit XII-1**. Prime farmland refers to areas best-suited and available for growing food, feed, forage, fiber and oilseed crops. Approximately 250 acres of this prime farmland exist in Yucaipa as of this writing. This type of land has the soil quality, growing season and moisture supply to produce high



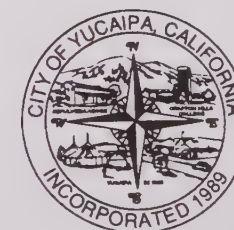


**Legend:**

-  **PRIME FARMLAND**  
Land with the best combination of physical and chemical features for the production of agricultural crops
-  **FARMLAND OF STATEWIDE IMPORTANCE**  
Land with a good combination of physical and chemical features for the production of agricultural crops
-  **UNIQUE FARMLAND**  
Land of lesser quality soils used for the production of the State's leading agricultural cash crops
-  **FARMLAND OF LOCAL IMPORTANCE**  
Nonirrigated land in agricultural production which does not meet any of the above criteria, and additional land of high economic importance to the community
-  **GRAZING LAND**  
Land on which the existing vegetation is suited to the grazing of livestock



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## Important Farmlands

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**XII-1**





yields of crops in an economic manner. Farmland of State-wide importance includes other available areas for producing the above-mentioned crops, but the CDFA criteria for this type of land are less stringent. There are over 150 acres of this type of farmland in Yucaipa. Unique farmland is land currently used to produce specific high-value food and fiber crops such as strawberries, citrus, cut flowers, avocados, olives, tree nuts, grapes, grains and vegetables. There are approximately 13 acres of unique farmland in Yucaipa, according to the SCS inventory. Land best suited for the grazing of livestock has also been designated for portions of Yucaipa by the CDFA and is shown in **Exhibit XII-1**. There are over 6,000 acres of land suitable for grazing within the City limits of Yucaipa.

The City contains a number of soils which meet the criteria for valuable agricultural soils based on the capability classes and the three important soil groups described above. The area also is likely to contain moderate acreages of undeveloped areas suitable for use as urban agricultural or pasture lands. Soils in the region consist mostly of deep, well-drained loams and sandy loams which are suitable for agricultural use.

**Table XII-1  
Soil Capacity Groupings**

<u>Capability</u> Class	<u>Designation</u>
I	few limitations to restrict agricultural use
II	moderate limitations that reduce plant choice and/or require conservation measures
III	severe limitations that reduce plant choice and/or require special conservation measures
IV	very severe limitations that reduce plant choice and/or require special management
V	limitations which limit use largely to pasture, range, woodland or wildlife habitat
VI	severe limitations; generally unsuitable for cultivation
VII	very severe limitations; largely unsuitable for cultivation
VIII	unsuitable for commercial plants
 Subclass	
e	erosion as the primary risk or limitation
w	high water content as the primary risk or limitation
s	shallow, droughty or stony soil conditions as the primary risk or limitation
c	excessively cold or dry climate as the primary risk or limitation
 Unit	
0.	poor root penetration due to sand and gravel substratum
1.	erosion hazard
2.	poor drainage or flooding
3.	slow permeability of the subsoil or substratum
4.	coarse texture or excessive gravel
5.	fine or very fine surface texture
6.	excessive salt or alkali
7.	excessive cobbles, stones or rocks
8.	impervious bedrock or hardpan within rooting depth
9.	low fertility or toxicity

## **2. Conservation of Soils**

Agriculture has always been a leading industry in the City, with a product value currently assessed at over 15 million. Over 2,500 acres are currently being cultivated for a variety of uses, including poultry, citrus, fruits, dry farm and irrigated grains and Christmas trees. Agricultural use within the City has declined in recent years, primarily due to the effects of urban expansion, lack of water and economic considerations. Most agricultural development is located in areas with relatively level terrain and stable soil conditions. For similar reasons, these types of areas are the most desirable and economically valuable for urban development. As urban expansion encroaches into agricultural areas, remaining agricultural developments often become surrounded by urban activities. This situation further exacerbates the conversion of agricultural land due to the presence of urban services extensions such as sewer and water, the associated increase in potential land values for urban uses (which often exceeds the agricultural dollar value) and the increased incidence of land use incompatibility. As farmers relocate, agricultural uses often change to more specialized and high unit value crops which can be grown in terrain considered less desirable in terms of urban development. The net result of this situation is that the amount of vacant land which can be converted to most agricultural uses is steadily diminishing.

The Williamson Act allows land in agricultural use to be placed under certain provisions. The owner must agree not to develop the property for 10 years in exchange for property tax reductions based on the property's value as open space or agricultural, rather than developable land. The contract automatically renews each year for a new 10-year period unless the owner files a "Notice of Non-renewal" to terminate the contract at the end of the current 10-year period. During the 10-year cancellation period, taxes are gradually raised so that at the end of the 10 years, the taxes are at the current rate for developable land. There are over 1,450 acres of land in the City of Yucaipa designated as agricultural preserve, with over 700 acres currently under Williamson Act contracts. Approximately 350 acres will be released from Williamson Act contracts in 1996. Of the total area under Williamson Act contracts, none is classified as Prime Farmlands. However, 13 acres of Unique Farmland and approximately 400 acres of Farmland of Local Importance are under contract at this time.

The preservation of soils and open space for agricultural uses is an important consideration for the City of Yucaipa as well as for the State of California and the nation as a whole. Significant revenues are generated from agricultural uses in the City, and the production of adequate food supplies is a critical concern on a broader scale. The current trend and rate of urbanizing agricultural areas has already significantly changed the role of agriculture within the City. Continued urbanization of agricultural lands at current levels will most likely result in a declining role for agriculture in terms of City economics.

Potential impacts to soils and agriculture in the City and surrounding region are primarily related to the projected expansion of urban development and the unfavorable economic environment for many farming operations. These conditions are likely to continue for at least the short-term, making the conversion from agricultural to urban uses in some parts of the region inevitable. Because of the economic and political pressures associated with urban development, it is likely that at least some areas of Important and Valuable farmlands will be lost to urban expansion.

### **3. Development and Utilization of Soils**

Major crops grown in Yucaipa include avocados, citrus, dryfarm grain and stone fruits. Dairy and poultry farming (chickens and turkeys) and pine trees are other major agricultural concerns of the City.

The agricultural industry in Yucaipa, although reduced in size in recent years, is currently valued at a relatively high dollar amount. Specifically, there are 500 acres of dryfarm grain in the northeast and southwest corners of the City valued at approximately \$6,000. Fifteen acres of stone fruits (mostly peaches and apricots) are under cultivation, in addition to Christmas tree plantations and full-grown and hatchling turkey production with an estimated combined value of \$376,000.

Citrus and avocado groves currently account for a sizeable amount of the total value of agriculture in the City. However, the development of the Chapman Ranch area will cause the removal of a large percentage of the avocado and citrus groves in Yucaipa.

Chicken ranches currently account for the largest single agricultural industry value, estimated at around \$15 million. This is based on approximately 1.25 million hens in the City valued at \$12 each. Annual egg production averages 240 eggs per hen per year. At an average of 58 cents per dozen, the annual egg production currently stands at around 300 million eggs worth a total of \$14.5 million.



## **C. Water Resources**

### **1. Conservation**

The California State Department of Health Services, Office of Drinking Water regulates water service in the State. This office has set a limit of 8,200 connections for the Yucaipa Valley Water District. There are currently 8,015 connections served by the district. Also, the YVWD Board of Supervisors has adopted an ordinance, 30-1989, which limits the district to no more than 300 additional water service connections per year. A copy of this ordinance is available from the YVWD office. The motivation for this limit, as stated in the ordinance, is a concern for potential problems with overdraft of the groundwater supply. Also, the Western Heights Water District is reported to have an overdraft problem.

A variety of projects are currently underway which are intended to improve and increase the water service in the City. The State Office of Drinking Water gives permission to local water districts for additional connections based on any increases in capacity which they are notified of in the mandatory quarterly reports. Yucaipa Valley Water District, for example, is restricted from adding any connections in the Wildwood Canyon area even though the district's total connection limit has not been reached. This is due to other limitations such as pipe sizes and pressure needs. The Office of Drinking Water has also restricted additional water hook-ups in YVWD service zones 9 and 14. South Mesa Water District is involved in the engineering for a new well which it hopes to have on line by the end of 1992. South Mesa is also 60% complete on a program to upgrade all its water meters and is making initial investigations into adding a new reservoir to its system.

YVWD has a new one million gallon reservoir just constructed in Wildwood Canyon. The district is also planning to replace an existing 600,000 gallon reservoir and add a new 2 million gallon reservoir to its system within two years. Well site #51 near Bryant Street at the north City boundary is in the planning stages and may eventually include a new reservoir. YVWD is also looking into the feasibility of constructing a suction-type reservoir in the Oak Glen Wash area.

The agricultural operations at Chapman Ranch are already provided with 1,400 to 1,600 acre-feet of water by on-site wells. It is anticipated that this system will be utilized as the ranch is developed and will not create a substantial additional demand on the three existing water districts in the City.

A cooperative effort is being initiated by the YVWD to make use of the anticipated 3 mgd or more tertiary-treated water available from the upgraded sewer plant. This water, which can be used for irrigation purposes, could be available as soon as 1993 for landscaping along the I-10 freeway, crops in the San Timoteo area, on Crafton Hills College grounds and even for the regional park landscaping. Use of this water could alleviate some of the future need for increasing infrastructure and groundwater pumpage.



## 2. Development and Utilization

Information contained in this section is based on volume one of the Groundwater Resources Monitoring Plan prepared by Robert C. Fox, Consulting Engineering Geologist, in May of 1990 for the Yucaipa Valley Water District and "Perennial Yield of the Yucaipa Groundwater Basin" prepared by David Keith Todd, Consulting Engineers in December of 1988.

Most of the water used in the Yucaipa Basin originates as groundwater stored in the underlying aquifer system. This groundwater is pumped from a number of wells and distributed to residents of Yucaipa by three different water service companies: Yucaipa Valley Water District, South Mesa Mutual, and Western Heights. The service areas of these three companies overlap somewhat. The service areas also extend beyond the Yucaipa City limits into Calimesa and Redlands and toward Oak Glen.

The amount of water needed for the growing population of the area has greatly increased, and the Yucaipa Valley Water District has funded investigations to determine the amount of groundwater that can be taken from the aquifer system and to identify locations where surplus water can be recharged. Until recently, most water wells pumped in the City were initially constructed for agricultural use and were capable of producing only limited amounts of groundwater suitable for domestic purposes. Several years after the acquisition of these wells they were converted to municipal use by the installation of a 50-foot sanitary seal, but these wells were not designed to produce groundwater on a continuous basis. A number of newer wells have recently been drilled to provide a more effective stable source of water.

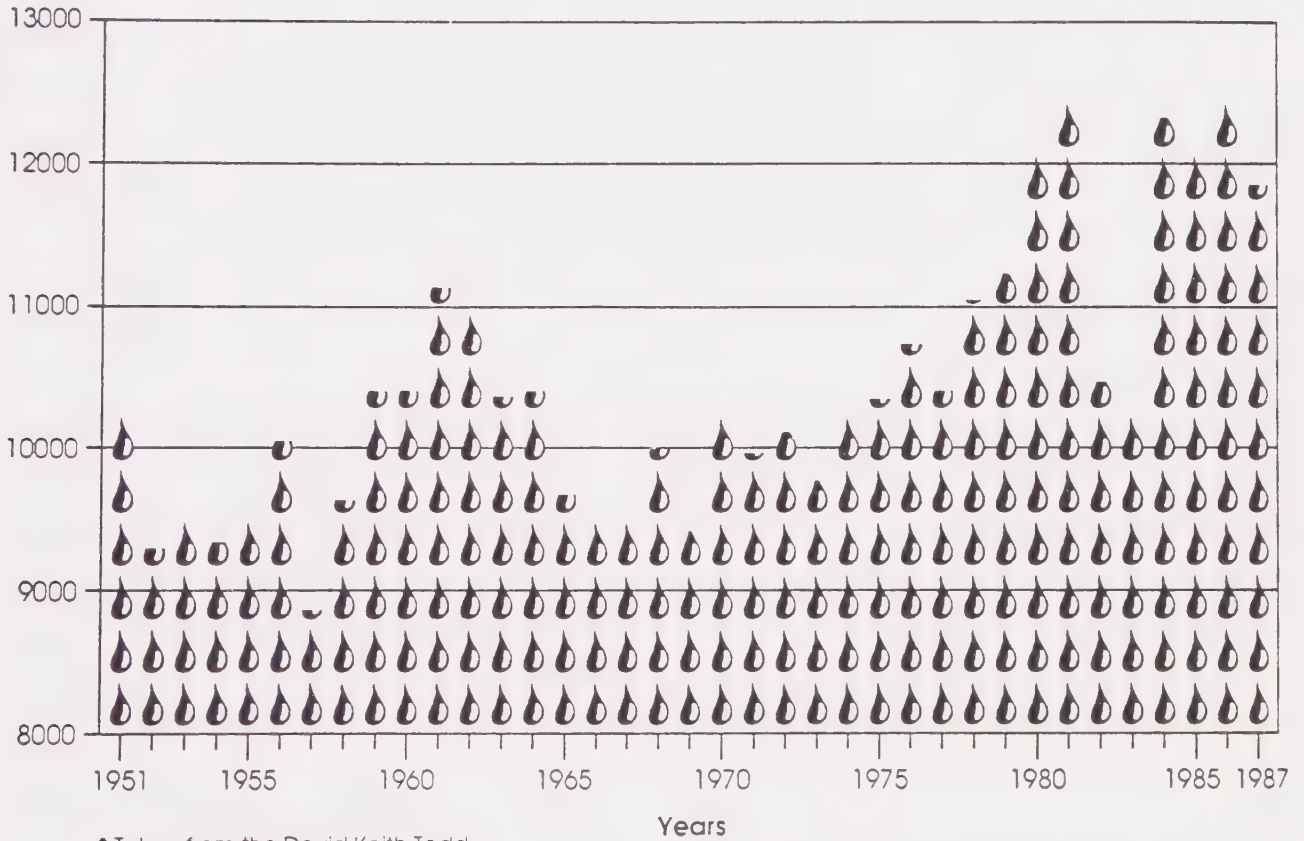
The primary use of these groundwater wells is to supply water for domestic consumption, but supplies to agricultural uses are still substantial. Groundwater pumpage figures, shown in **Table XII-2**, were gathered from reports by the three water service districts. Estimates of unreported pumpage were made following conversations with Yucaipa Valley Water District staff, who estimated that unreported pumpage by other individuals within the basin accounts for less than two percent of the total pumpage by all reporting entities.

Through the first half of this century pumpage for the irrigation of agricultural lands accounted for nearly all groundwater use. This use peaked in the late 1950s and early 1960s as agricultural acreage reached its maximum. As shown on the graph in **Table XII-2**, Groundwater Pumpage, the total basin pumpage for this period topped 11,000 acre-feet per year in 1961. This temporarily-high pumpage level was due to a combination of extensive agricultural development and a series of below normal precipitation years. The increasing development of agricultural lands for urban use began to accelerate at this time and this, together with several above normal precipitation years, accounted for a subsequent period of decreased pumpage. This period ended in the late 1960s as pumpage again began to increase due to the increased water needs of the growing communities within the area. Annual basin pumpage has been steadily increasing since that time, with total annual groundwater pumpage within the basin now topping 12,000 acre-feet per year.



(Total Annual Pumpage-All Three Water Districts through 1987)

Acre-Feet/Year



\* Taken from the David Keith Todd Report, Dec. 1988



## Groundwater Pumpage

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Table  
**XII-2**





Groundwater levels within wells throughout the basin are useful in determining the direction of groundwater flow and changes in groundwater storage over time. Water level records from the various water supply entities within the basin were collected for this study for the purpose of assessing the patterns of groundwater flow and whether trends or changes in groundwater storage have occurred over time.

Groundwater generally flows through the basin from the northeast to the southwest. Groundwater flows from points of higher elevation to points of lower elevation, with the flow paths lying perpendicular to the water table contours. The map does not indicate any significant effect of the faults or barriers within the basin during this period.

Calculation of the volume of groundwater in storage within the basin was made using December 1986 water level data and estimating saturated aquifer thickness and specific yield throughout the basin. The total approximates 600,000 acre-feet of groundwater as of that time.

Noteworthy in an analysis of water level contour data is the fact that during the wet years commencing in 1977-78 until the end of the unusually wet winter of 1979-80, water levels in the alluvium aquifer were noted to fluctuate rapidly and, to a large degree, in response to wet and dry climatic conditions. This occurred not only in individual areas or wells, but in general throughout the entire groundwater basin area. This condition of rapid response to wet years may not prevail to the same degree in the future, however, because of the decrease in natural recharge areas due to urbanization and the paving of natural infiltration areas, as well as the increase in runoff velocity, the diversion of surface water to lined channels and the modification of the natural catchment areas. This problem will be mitigated to a large extent, however, if plans by the Yucaipa Valley Water District to purchase large tracts of land in the aquifer forebay areas and retain these areas in their natural state are implemented.

Portions of the City drain to Mill Creek northwest toward Redlands and the Santa Ana River, while the majority of the City drains through Yucaipa Creek southwest to San Timoteo Creek and on to the Santa Ana River. Principal drainage systems include Spoor, Triple Falls, Wilson, Oak Glen and Yucaipa Creeks and the unnamed creek which occupies Singleton Canyon.

Natural sources of recharge to the groundwater reservoir within the alluvial aquifer system include deep percolation of direct precipitation, infiltration of stream runoff in the basin, subsurface inflow which depends on water levels from the adjoining hill and mountain areas and subsurface inflow from adjoining basinal areas. The relative magnitude of each of these recharge sources has been quantified in investigations and is considered sufficiently accurate for all intents and purposes.

Man-made sources of recharge to the alluvial aquifer system include deep percolation of irrigation returns, seepage from the unsewered areas and infiltration of water from artificial recharge facilities in the Wilson Creek Spreading Grounds.

The artificial recharge operation by direct surface spreading has been utilized in the area since 1934 to make use of excess surface runoff for the purpose of augmenting alluvial aquifer water levels. From 1934-64, 8,200 acre-feet of water were spread in the Wilson Creek Spreading Grounds. Maximum recharge of 1,217 acre-feet occurred in the 1957-58 water year. No water from the State Water Project or other imported water has been used for these purposes, however.

Outflow or discharge from the alluvium occurs principally by water well extractions from the main purveyor, the Yucaipa Valley Water District. Additional but non-quantified discharge is known to occur by subsurface outflow to the adjacent basins to the west, south and east. Evapotranspiration in areas of phreatophytes that grow in the few reaches of the area where rising water is known to occur is an additional source of discharge.

### 3. **Water Program Coordinated with Other Water Agencies**

The following information is taken from the 1984 Water Master Plan Update, prepared by John Carollo for the entire Yucaipa Valley service area which includes the Calimesa area and parts of Redlands which are outside the City of Yucaipa. More current information on water consumption has been provided by representatives of the three water districts serving the City and surrounding area-- the Yucaipa Valley Water District, South Mesa and Western Heights.

The Yucaipa Valley is expected to change from a predominantly retirement-type community to a community with a more diverse population in the future. This characteristic change will bring about a change in water use habits and will affect the amount of water required to serve the area.

Annual water demand or the amount of water required by a system annually consists of known consumer use and unaccounted-for water that is lost through leakage or unmetered consumption. The sum of unaccounted-for water and known consumption are representative of the total production that will be required to serve the system. Unaccounted-for water can amount to 10% or more of the total demand. Due to a recent campaign by the Yucaipa Valley Water District to upgrade meters and pipelines, the district's unaccounted-for water has been reduced from over 20% to around 8%.

Recorded annual production by major producers in the study area for the years 1979-1983 is tabulated in **Table XII-3**. Another major producer in the study area, the Chapman Ranch, is not shown because their annual production figures were not available. However, it should be noted that the Chapman Ranch produces groundwater for its current agricultural operation, and it is anticipated that this same source will be sufficient for the proposed development on the Ranch.

As shown in **Table XII-4**, total study area water production (less Chapman Ranch) averaged over 7,000 acre feet annually as of 1984. Water production has continued to increase since 1984. **Table XII-4** describes the annual water production for residents within the current Yucaipa City limits for as recently as 1990. The information on this table indicates a total increase of just under 17%



for the six-year period. The majority of current water production is groundwater, although some surface water is collected and distributed by the YVCWD from the Oak Glen area.

The estimated current water use through 1983 in the Yucaipa Valley service area study area is tabulated in **Table XII-5**. Unit or per capita water use is indicative of the water use habits of the population being served. In general, unit water use is higher in more affluent communities because water-using appliances are more common. A higher per capita usage is also characteristic of low density residential areas where lawn irrigation represents a substantial portion of the water demand.

The overall average unit water use for the study areas of 250 gallons per capita per day (gpcd) is not unusual for Southern California, although consumption within some of the service areas is higher than expected. Within the study area, the trend has been toward a decrease in per capita water use. The previous unit water use for the study area, as reported in the 1972 Master Plan, was 325 gpcd.

System water demands vary seasonally and diurnally. Maximum system demands generally occur during the summer months unless an unusual demand is placed on the system such as a fire requiring large volumes of water for fire fighting.

Production sources must be capable of supplying maximum daily flow requirements. Hourly variations during the maximum day are taken from reservoirs within the system. The ratio of the maximum day flow to the annual average daily flow varied between 1.89 and 2.69 between 1979 and 1983. For the purposes of this study, it is assumed that the average flow rate on the maximum day of the year is 225% of the annual average daily flow rate for all systems in the study area. This represents an increase over the 200% value used in the previous Master Plan. The value is lower than the maximum noted during the past five-year period but is higher than that often found in other Southern California areas. It is typical of what can be experienced in inland areas. Also, some question exists regarding the accuracy of pumping and reservoir outflow records needed to develop the value. The 1981 Master Plan update for the neighboring City of Redlands used a ratio of 2.10.

a. Fire Protection

Fire protection for the Yucaipa Valley is provided jointly by the California Division of Forestry and the County of San Bernardino. The Uniform Fire Code for the area incorporates the *Guide for Determination of Fire Flow* published in 1974 by the Insurance Services Office as a guide for required fire flow determinations. Based on criteria in the guide and conversations with personnel from the State's Fire Prevention Office, the following fire flows and storage requirements (duration) were developed for the Yucaipa area.

<u>Category</u>	<u>Flow</u>	<u>Duration</u>
Single-family and Small 2-family Residential Areas	1,000 gpm	2 hours
Mobile Home Parks	1,000 gpm	2 hours
Multi-family and Condominium Areas	2,500 gpm	2 hours
General Commercial	2,500 gpm	3 hours
Downtown Commercial Area	3,500 gpm	3 hours
Special High Risk or High Value Areas	4,000 - 4,500 gpm	4 hours

The fire flows listed above are for typical neighborhoods, and they take into account building size, type of construction, occupancy, separation of buildings and probable future changes.

Water demand within the study area is expected to increase in the future due to population increases and the changing character of the population that the increases will bring. On the average, unit water use within the study area is expected to increase. Within the time frame of this study, it is anticipated that the study area average per capita consumption may change direction and reach the level predicted in the 1972 Master Plan (325 gpcd), despite the current downward trend. This is due to the potential for lower density development which requires more landscape irrigation than average and the potential for a more affluent population, which tends to use more water-requiring appliances. Projected annual water requirements were estimated by applying projected unit water use factors to the population forecasts. The results are tabulated in **Table XII-6**. As shown, study area requirements are expected to increase dramatically by the year 2010 with the area requiring almost 23,000 acre-feet of water annually. Although the increase is substantial, the current general trend is toward a less dramatic increase in water requirements in terms of those forecast in 1972.

An annual water requirement of 17,600 acre-feet was originally expected to be needed to serve a 1985 population of some 40,000 in the entire service area. As of 1990, 8,382 acre-feet of water has been sufficient for the needs of the approximately 34,000 people living in the City of Yucaipa. The expected 2010 water requirement is less than half of the ultimate water requirement (57,400 acre-feet) projected by the 1972 study for the entire service area.

Demand fluctuations are not expected to vary substantially from those discussed earlier under present conditions. The 1985 maximum day demand of 20.8 MGD for the entire study area is well below the 26 MGD 1985 demand originally estimated per the 1972 Master Plan.

Increased water needs will be due to the anticipated growth in the eastern and northern areas near the Chapman Ranch. Growth, and therefore water needs, are also expected to increase in Calimesa and Wildwood Canyon.



**Table XII-3**  
**Recorded Annual Water Production through 1983**  
**within Yucaipa Valley Service Area**  
**(in acre-feet)**

<u>Service Area</u>	<u>1971</u> <u>Master Plan</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
Western Heights (approximate % in City of Yucaipa)	1,562	1,584	1,599	1,824	1,488	1,456
South Mesa	1,534	1,605	1,674	1,846	1,470	1,434
Harry Slack Public Utility* (recently acquired by YVWD)	123	88	92	102	81	79
Improvement District A (YVWD - Yucaipa)	4,200	4,400	4,884	4,841	4,033	4,053
Improvement District No.1* (YVWD - Calimesa)	103	626	667	714	561	509
Improvement District No. 2 (YVWD - Wildwood Canyon)	22	114	142	166	151	163
<b>Total</b>	<b>7,544</b>	<b>8,457</b>	<b>9,058</b>	<b>9,503</b>	<b>7,785</b>	<b>7,694</b>

\* Improvement District Number 1 provides 50% of Harry Slack demand.

**Table XII-4**  
**Recorded Annual Water Production: 1984 - 1990**  
**within Yucaipa City Limits**  
**(in acre-feet)**

<u>Service Area</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
Western Heights*	950	970	990	916	1,066	1,098	1,086
South Mesa*	1,054	986	1,040	1,095	1,141	1,145	1,167
YVWD*	5,189	4,998	5,201	5,004	5,559	5,969	6,120
<b>Total</b>	<b>7,183</b>	<b>6,954</b>	<b>7,231</b>	<b>7,015</b>	<b>7,766</b>	<b>8,212</b>	<b>8,382</b>

\* Estimates based on avg. percent of total service area consumption; 50% of Western Heights total, 55% of South Mesa and 45% of YVWD

**Table XII-5**  
**Estimated Unit Water Use through 1983**  
**within Yucaipa Valley Service Area**  
**(gallons per capita per day\*)**

<u>Service Area</u>	<u>1972 Master Plan</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>Avg.</u>
Western Heights	350	357	357	357	357	357	357
South Mesa	290	261	272	300	239	233	261
Harry Slack Public Utility	240	357	373	414	329	321	359
Improvement District A	340	211	232	230	191	192	211
Improvement Dist. No.1**	305	306	327	348	273	245	300
Improvement District No. 2	---	291	362	423	385	416	375
<b>Study Area Avg.</b>	<b>325</b>	<b>249</b>	<b>266</b>	<b>272</b>	<b>233</b>	<b>231</b>	<b>250</b>

\* Assuming Constant Population

\*\* Adjusted for Harry Slack Consumption

**Table XII-6**  
**Projected Annual Water Requirements**  
**within Yucaipa Valley Service Area**  
**(by study area, in acre-feet)**

<u>Service Area</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>
Western Heights Mutual Water Company	1,900	1,900	1,900	2,420
South Mesa Mutual Water Company	1,930	2,080	2,080	2,080
Improvement District A	8,160	9,030	10,040	10,990
Improvement District No. 1	2,160	2,500	3,000	3,690
Improvement District No. 2	1,680	2,100	2,760	3,150
South West Area	220	220	220	220
<b>Total</b>	<b>16,370</b>	<b>18,350</b>	<b>20,520</b>	<b>22,550</b>

## **D. Biological Resources**

Biological resources are the living elements of man's environment. As such, they are necessary for the proper functioning of the environment in the short term and for its long-term productivity. Biological resources are herein defined as native species of plants and animals, both resident and migratory. Some species are endangered or threatened with extinction, while others are relatively abundant and require only the application of general conservation practices for their continued existence.

The status of biological resources in the City is generally declining due to increased urbanization and encroachment into previously rural areas. Housing demand has spurred growth in all areas of the City, affecting many species directly through habitat loss and indirectly through the increased use of open space and recreational lands. Recreational uses also commonly occur on lands designated for conservation and may impact sensitive resources.

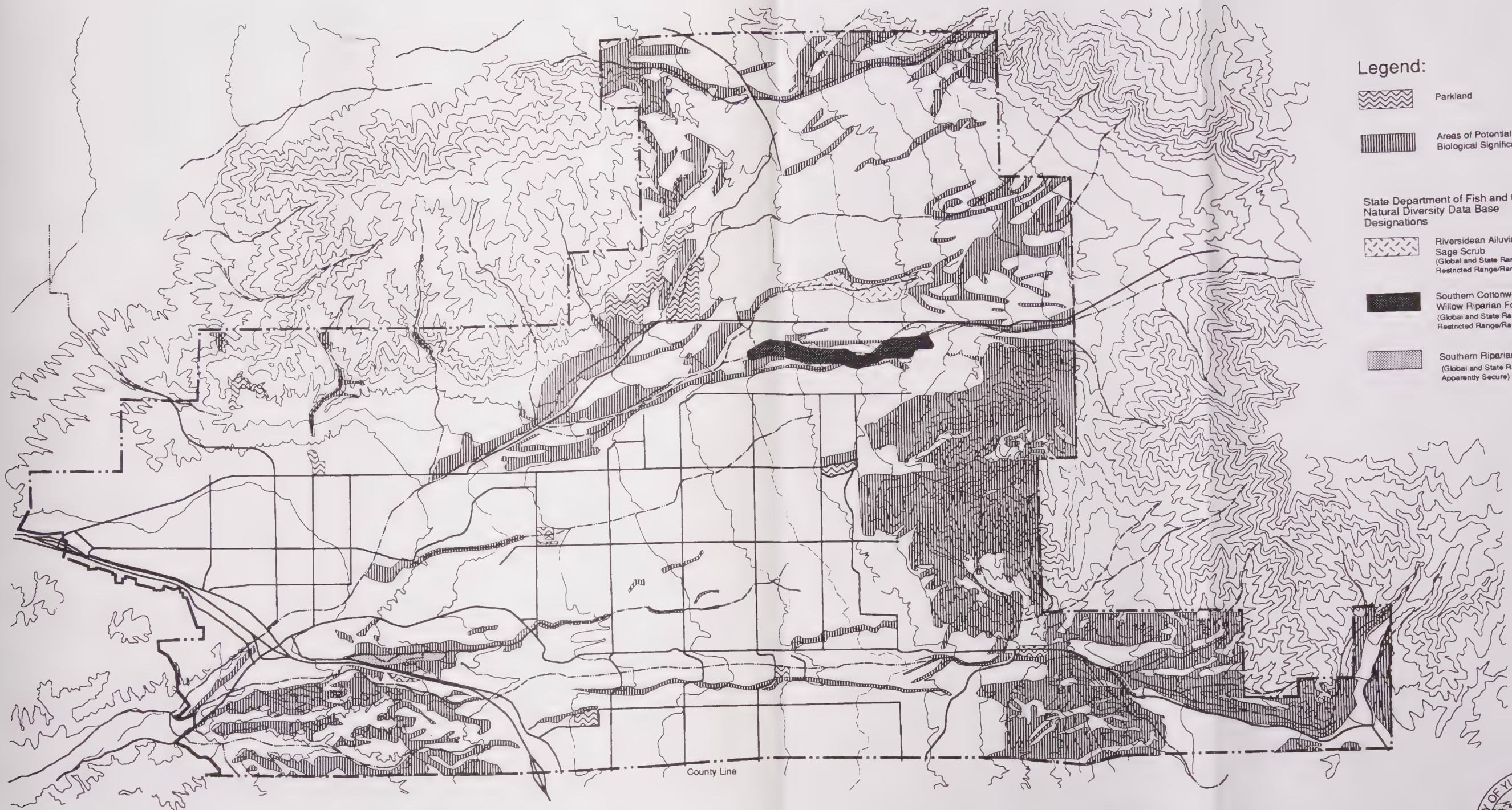
The term "rare or endangered species" is used here as defined in Section 15380 of the State CEQA Guidelines. This includes those species listed in Section 670.2 or 670.5, Title 14, California Code of Regulations; or Section 17.11 or 17.12, Title 50, Code of Federal Regulations pursuant to the Federal Endangered Species Act; or if it can be shown that the species is "threatened" as defined in the Federal Endangered Species Act. Compilation of lists of species meeting these criteria are produced by the U.S. Fish and Wildlife Service, the California Department of Fish and Game and the California Native Plant Society, as well as other groups. These lists are amended sporadically and project review must be conducted with regard to the current status listing. Other more commonly occurring species of plants and animals are also protected under various provisions of the State Food and Agriculture Code and the Fish and Game Code. In addition, the City has extended review of land clearing activities with the adoption of the Plant Protection and Management Ordinance (County Code Title 8, Division 11).

Many rare, endangered and protected species occur in the region. These species are listed for protection by various federal, state and local agencies for maintenance of long-term productivity of the environment and protection of the ecosystem. In addition, several specialized habitat areas exist throughout the local region. These areas provide habitat for species that may become endangered through habitat loss or species that naturally have limited occurrence.

Special habitat areas include oak woodlands, riparian woodlands throughout the valley and alluvial fan scrub. Other special habitat areas are identified under various programs by several agencies. Examples include Areas of Special Biological Importance (California Department of Fish and Game), Areas of Critical Environmental Concern (Bureau of Land Management), Wilderness Areas and Wilderness Study Areas (U.S. Forest Service and the Bureau of Land Management) and Areas of Critical Habitat (U.S. Fish and Wildlife). (See Biological Resources Map - **Exhibit XII-2**)

The following table lists rare and endangered species that may occur in the Yucaipa region. Land use map changes and discretionary land use approvals that may adversely affect these species require a mandatory finding of significant effect pursuant to State CEQA Guidelines, Section 15065, and an EIR must be prepared for consideration during application review. In addition to those species listed in **Table XII-7** below, there are many species for which a finding of significant effect may be made. This determination shall be made during project review pursuant to CEQA. The Planning Director shall maintain current copies of the Element List from the Natural Diversity Data Base (California Department of Fish and Game), the Inventory of Rare and Endangered Vascular Plants of California (California Native Plant Society), the list of Candidate and Listed Species (U.S. Fish and Wildlife) and sensitive species (U.S. Forest Service) for the purpose of determining potential impacts to listed species. The information regarding geographic distribution of these species shall become a part of the General Plan Resources Map when it is created.








# Legend:

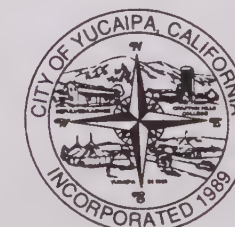
-  Parkland
-  Areas of Potential Biological Significance

## State Department of Fish and Game Natural Diversity Data Base Designations

-  Riversidean Alluvial Fan Sage Scrub (Global and State Rank - Restricted Range/Rare)
-  Southern Cottonwood Willow Riparian Forest (Global and State Rank - Restricted Range/Rare)
-  Southern Riparian Forest (Global and State Rank - Apparently Secure)



4000'



Biological Resources



**Table XII-7**  
**Potential Rare and Endangered Flora and Fauna**

<u>Species</u>	<u>Federal Designation</u>	<u>State Designation</u>	<u>Habitat</u>
<i>Centrostegia leptoceras</i> Slender-horned spineflower	Endangered	Endangered	Riversidean or Alluvial Fan Sage Scrub
<i>Eriastrum densifolium</i> spp. <i>sanctorum</i> Santa Ana River woolly star	Endangered	Endangered	Riversidean or Alluvial Fan Sage Scrub
<i>Mahonia nevinii</i> Nevin's barberry	Category 1*	Endangered	Chaparral Coastal Sage Scrub
<i>Sidalcea hickmanii</i> spp. <i>parishii</i> Parish's checkerbloom	Category 2**	Rare	Chaparral, lower montane conifer forest
<i>Polioptila californica</i> California gnatcatcher	Category 2**	Threatened	Coastal Sage Scrub, Grassland Riversidean or Alluvial Fan Sage Scrub
<i>Dipodomys stephensi</i> Stephens' kangaroo rat	Endangered	Threatened	Coastal Sage Scrub, Grassland Riversidean or Alluvial Fan Sage Scrub
<i>Phrynosoma coronatum blainvillei</i> San Diego Horned Lizard	Candidate	Not Designated	Coastal Sage Scrub Riversidean or Alluvial Fan Sage Scrub

\*Enough data are on file to support the Federal listing.

\*\*Threat and/or distribution data are insufficient to support the Federal listing.



## **E. Minerals**

Minerals are defined as any naturally occurring chemical elements or compounds, formed from inorganic processes and organic substances. Movable mineral or "ore deposit" is defined as a deposit of ore or mineral having a value materially in excess of the cost of developing, mining and processing the mineral and reclaiming the project area. Mineral resources are an integral part of the development and economic well-being of the City. The wise conservation, extraction and processing of mineral resources is essential to meeting the needs of society.

The importance of the mineral industry to the City, County, state, and nation is growing along with the demand for minerals. The increase in transportation and energy costs have increased the value of the City's mineral resources because of Yucaipa's proximity to the Southern California consumption region. Even with the increase in recycling, a large supply and demand gap must be filled with newly-mined minerals. New mineral resource discoveries are being made; however, development of those resources into operating mines is a long and costly business.

While most land uses have options to site development, mineral extraction is limited to sites where the minerals naturally occur. Mineral deposits are controlled by geological conditions, and the extraction of minerals is affected by the availability and cost of manpower, equipment energy, water, transportation, technology, potential conflicts with other resources and government regulations. A positive mineral resource management policy will reduce dependence on foreign sources for mineral resources and help reduce the cost of minerals imported from other areas of the country. Mineral resources should be protected and managed or they will be lost to the encroachment of incompatible land uses. As these resources are discovered, they must be recognized, mined or protected for future use.

A detailed inventory of mineral resources in Yucaipa has not been conducted for this General Plan. However, since mineral deposits are found in nearly all regions and environments, mining must take place in diverse areas, in which geologic, topographic, climatic, biologic and social conditions differ significantly. Mining operations and reclamation plans should vary accordingly. Mining operations should be designed and reviewed to allow the maximum extraction of mineral resources while assuring minimal disturbance to the environment. Reclamation plans may vary throughout the different regions and environments within the County, but they must all contain provisions for the optimal extraction of mineral resources, as well as for the protection and subsequent beneficial uses of the mined lands.

The State Department of Conservation, Division of Mines and Geology, is in the process of identifying lands within the State of California with the potential for mineral resource recovery. It is in the best interest of the City to recognize these resource areas and areas with the potential for resources on the Resource Overlay Map of the Interim General Plan. Compliance with the requirements of the California Mining and Reclamation Act



of 1975 (SMARA) and conservation of these resources will assure that they are available for future generations.

The entire City of Yucaipa lies within an MRZ-3 (Mineral Resource Zone 3) classification area. This is an "area containing mineral deposits the significance of which cannot be evaluated from available data. Although detailed mineral resource information is not available, the abundance of alluvial-type geologic formations in Yucaipa suggests the possibility of sand and aggregate resources.

## **F. Cultural and Paleontological Resources**

### **1. Introduction**

The terms "cultural resources" includes both archaeological and historical resources. Archaeological resources, in turn, may be either prehistoric or historic in origin. Archaeological and historic resources can occur together at the same site. Although cultural resources are, in fact, man-made, they occur on the landscape as a result of previous human activities and must be addresses in the planning process in a manner similar to natural resources.

Archaeological resources are the physical remains of past human activities and can be either prehistoric or historic in origin. Such resources include artifacts, refuse and features in both surface and subsurface contexts, are 100 years or more of age and typically are not standing structures. Prehistoric archaeological resources may include the remains of villages and campsites, food processing locations, lithic (stone) resource procurement and toolmaking locations and burial and cremation locations. They may also consist of trails, rock art and geoglyphs (ground figures) and isolated artifacts. Prehistoric archaeological resources are the result of cultural activities of the ancestors and predecessors of contemporary Native Americans and, in many cases, retain special traditional and sacred significance for these people. Historic archaeological resources include refuse deposits such as can and bottle dumps, filled-in privy pits and cisterns, melted adobe walls and foundations, collapsed structures and associated features and roads and trails. They may relate to mission activities, travel and exploration, early settlement, homestead activities, cattle and sheep herding, lumbering and mining, among other themes. In San Bernardino County, historic archaeological resources date from the earliest Spanish mission activities (ca. 1770) to the turn of the century.

Historic resources are intact structures of any type that are 50 years or more of age. These resources are sometimes called the "built environment" and include houses or other structures, irrigation works and engineering features, among other items.

Known cultural resources are those which have been identified through formal recognition in one or more of the following inventories: the National Register of Historic Places, the California Archaeological Inventory, the California Historic Resources Inventory, California Historical Landmarks and Points of Historic Interest.

Important archaeological or historic cultural resources that are subject to consideration in this section are defined by criteria outlined in the CEQA Guidelines or the Code of Federal Regulations for eligibility for listing in the National Register of Historic Places. Only those resources determined to be important or eligible for listing are considered subject to potential significant impacts during environmental review.

Qualified professionals conduct field surveys, evaluations of importance, mitigation plans and data recovery and are recognized as experts in their disciplines. Depending on the cultural resource involved, qualified professionals may be archaeologists specializing in prehistoric or historic archaeology or historians specializing in architectural history, oral history or history of technology. They normally possess advanced degrees in their fields, have substantial experience in the geographic area involved and are recognized by their respective disciplines as qualified for the studies undertaken.

## 2. Conservation, Development and Utilization of Cultural and Paleontological Resources

### a. Paleontological Resources

The San Bernardino County Museum has conducted a review of pertinent geologic literature and records in the Regional Paleontologic Locality Inventory regarding paleontologic resources within the boundaries of the City of Yucaipa. The result is the paleontologic sensitivity map which was developed for use in recognition of the potential sensitivity of proposed land use and development to impact nonrenewable paleontologic resources.

Geologic mapping of the Yucaipa area has been summarized by Dibblee (1981) and Bortugno and Spittler (1986). They indicate that potentially fossiliferous sediments, including Pleistocene older alluvium, occur in the area. The area also contains recent alluvium which covers the underlying Pleistocene sediment. The fossiliferous San Timoteo Formation of Pliocene to early Pleistocene age (Frick 1921; Reynolds and Reeder 1986) is located south of the City, in Beaumont and near the Cities of Banning and Calimesa. Paleontologic salvages and studies in the area include those by Frick (1921, 1933), Axelrod (1937, 1950, 1966), May and Repenning (1982) and Reynolds and Reeder (1986). These studies indicate that the San Timoteo Formation is very fossiliferous and has a high potential to produce additional nonrenewable paleontologic resources. Fossil mammals recovered from the San Timoteo Formation include mastodon, horse, camel, antelope, wolf, bear, rodent, rabbit and bird. These vertebrate fossils are all referred to the Blancan North American Land Mammal Age (Savage and Russel 1983) and the early Irvingtonian NALMA (Reynolds and Reeder 1986). The fossils may have been deposited between 4 million years ago and 1.3 million years ago.

Pleistocene older alluvium in the Beaumont area has produced remains of fossil bison (*Bison*) and fossil horse (*Equus*) (McDonald 1981; Jefferson 1986). Remains of *Bison* in North America are less than 300,000 years B.P. (Savage and Russel 1983) and its presence is therefore consistent in age with the Pleistocene older alluvium in the Beaumont/Banning area (Harden et al 1986). A review of the Regional Paleontologic Locality Inventory at the San Bernardino County Museum does not indicate that there have been previous paleontologic assessments conducted in the City of Yucaipa, and no known paleontologic resource localities are reported from it.



The Paleontological/Historical Sites Map (**Exhibit XII-3**) delineates areas of known high paleontologic sensitivity from regions of low paleontologic sensitivity. These determinations are defined as follows.

High paleontologic sensitivity refers to sedimentary units with a high potential for containing significant nonrenewable paleontologic resources within which vertebrate or significant invertebrate fossils have been determined by previous studies to be present or likely to be present. Projects within areas of high paleontologic sensitivity would be required to develop a paleontologic mitigation program to prevent impact to non renewable resources during construction. Monitoring the excavation would be a method for identifying any resources on the project site. Low paleontologic sensitivity refers to sedimentary units with no known potential to yield significant nonrenewable paleontologic resources. No excavation mitigation program is suggested for areas of low paleontologic sensitivity; however, in the event that fossils are encountered in these areas, it has been recommended that a qualified professional paleontologist be contacted immediately to monitor the excavation for any fossil-bearing sediments. Mitigation measures adequate for the protection of significant nonrenewable paleontologic resources must be applied for areas determined by records search and/or field survey to have a high potential for containing significant fossils. Standard practice dictates all phases of mitigation be under the supervision of a qualified professional paleontologist. Another source related to paleontology in Yucaipa is the Mousley Museum located near Bryant Street on Panorama. This is a small natural history museum containing a large shell collection and other natural artifacts. It is affiliated with the San Bernardino County Museum in Redlands and provides tours for school children.

b. **Archaeological Resources**

Prior to the appearance of European settlers, the Yucaipa Valley supported a substantial population of Serrano Indians who were members of the Shoshonean linguistic family. The name Yucaipa is taken from the Indian word "Yukaipat" which means "a wet place." It is believed that this word refers to a small lake once in existence in what is now the Dunlap Acres area. The Serrano lived in a village on the shore of this lake most of the year due to plentiful food and water supplies. They took occasional trips into the local mountains during acorn harvesting season. Remains of Serrano settlements are currently being studied by an archaeological team from the University of Redlands. Regarding the quantification and location of archaeological resources, State and Federal law restricts the disclosure of this information in manner similar to that of the classification of paleontological information. This restriction is to help reduce the theft and vandalism of these resources. The San Bernardino County Museum in Redlands is contacted when land developments are processed through the City in order to determine whether archaeological resources would be impacted by the development. Based on research performed by museum personnel, if the presence of archaeological resources is anticipated, the



# Legend:

 High Sensitivity  
Requires Paleontological Monitoring

 Assessment District  
No Monitoring Required

1 \* Yucaipa Adobe  
Built 1840-1850's CA Reg. Landmark #528

2 \* Casa Blanca  
Built 1890's

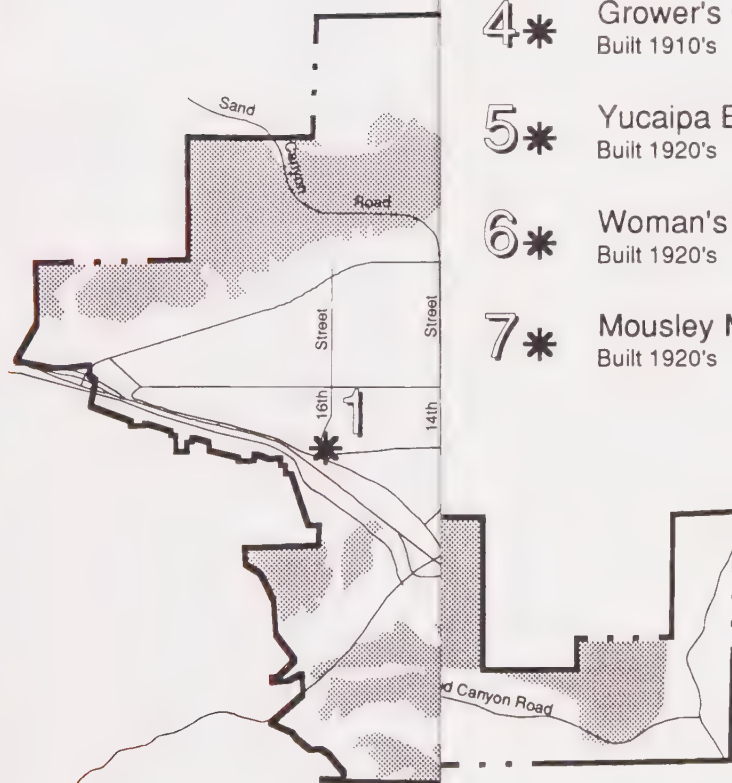
3 \* Cherry Croft School  
Built 1900's

4 \* Grower's Co-Op  
Built 1910's

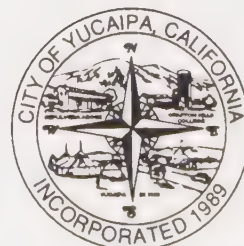
5 \* Yucaipa Bank  
Built 1920's

6 \* Woman's Club  
Built 1920's

7 \* Mousley Museum  
Built 1920's



4000'



## Paleontological/Historical Sites

prepared by  
J.L. Webb Planning, Inc.



XII-3



site will be investigated and the construction monitored by qualified archaeologists.

c. **Historic Resources**

In the early 1800s, Franciscan missionaries from the San Gabriel Mission laid plans to utilize the general area as an agricultural training ground for newly-converted Indians. The secularization of mission property decreed by the Mexican government in 1833 brought this attempt to a halt. Spanish Dons competed with each other for this desirable valley, with the Lugo family winning over the claims of the Palomares. Diego Sepulveda, nephew of Don Antonio Maria Lugo, was assigned to the Yucaipa Valley section of the vast Lugo-owned "rancho de San Bernardino." He is credited with the building of the structure known by his name, the "Sepulveda Adobe," to which he brought his bride in 1841-42. Recently, however, doubt has arisen about the claim that Diego Sepulveda actually constructed the house (shown in **Exhibit XII-4**) or even lived in it. Investigations of the adobe brick used in the construction of the house indicate that the structure may have been built after the Lugo estate was sold in 1852. Despite this uncertainty, the house is still considered a very important historical resource in Yucaipa. Located at 16th and Kentucky, it is now a part of the San Bernardino County Museum System. Open to the public, it has been furnished in the manner of the Spanish period and includes some authentic Dunlap and Sepulveda furniture. This structure is a California Registered Landmark (CA Reg. #528).

In 1847 California passed from Mexican into American ownership. In 1852, the Lugo estate was sold to Mormon settlers. In 1857 the Mormons departed to return to Salt Lake City in response to the call of their President, Brigham Young, and Yucaipa Valley became the property of James Waters, and later of the Dunlaps. By 1909 there were seven families living within the greater Yucaipa Valley area. Within a few years many families had moved into the Valley.

During this period, around the turn of the century, other structures were built for the new families of the first settlers' children, namely the house, Casa Blanca, and the nearby Cherry Croft School. Both of these buildings are still standing (see the photos in **Exhibit XII-4**). Also built in the early 1900s and still standing are the original Yucaipa Bank and the Growers' Co-op. The Co-op has been remodeled somewhat, but the old large brick walls and warehouse doors are still visible on the west side. Both buildings are used for retail sales.

The Redlands-Yucaipa Land Company was a prime mover in the establishment and development of the community which was named Yucaipa City. Yucaipa became known as "The Land of the Big Red Apple." Apples were a crop that had only a short life as it was soon discovered that the climate was too warm for them. Farmers discovered that the land was ideal for growing peaches and plums. These fruits became a thriving business in the Valley. Poultry raising also became a big







Yucaipa Adobe



Casa Blanca



Site Photos - Historical Resources

Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc









Cherry Croft School



Yucaipa Bank



Site Photos - Historical Resources

# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.



**XII-4<sub>b</sub>**







Growers' Co-op



Woman's Club



Site Photos - Historical Resources

# Yucaipa General Plan

prepared by  
J.L. Webb Planning, Inc.



**XII-4<sub>c</sub>**



business, and was a \$10 million-a-year enterprise for a time. During this time of agricultural expansion, a Women's Club was built on "A" Street, near Adams. The club became the social center of Yucaipa for a time, with weekly dances and an annual apple festival. The Women's Club still owns the building shown in the photo in **Exhibit XII-4** and continues to hold social functions there. It is also being reviewed as a candidate for listing as a registered historic landmark.

By the early 1950s the population of the area had nearly doubled. A steady influx of people continues to the present time. The City of Yucaipa was incorporated on November 27, 1989.

The Yucaipa Historical Society is a volunteer group of residents dedicated to the documentation and preservation of historical resources in the area. They are currently involved in identifying structures of historical significance, including any over 50 years old. The goal is to list as many resources on the State Register of Historical Landmarks as possible. The buildings mentioned above, except for the Yucaipa Adobe, which is already registered, are some of the more historically significant structures targeted by the society for possible registration and/or preservation. The locations of these buildings are shown on the Historical Sites exhibit, **Exhibit XII-3**. Further, the Historical Society has prepared a booklet with photographs and brief descriptions of over 100 structures considered to have historical value. Information from this booklet may be obtained by contacting the Yucaipa Historical Society. If a structure is over 45 years old it may be recorded, with the owner's consent, on a State Resources Form. This alerts those involved in the environmental review process to the potential for significance. The State may be asked, after the site is recorded, to make a determination of potential for Historic Landmark. If this determination is made, detailed documentation and review takes place to reach the eventual goal of registration as an Historic Landmark. The results of this registration are the possibility of lower taxes for the owner and eligibility for loans or grants, which are especially helpful in funding restoration projects.

Yucaipa Adobe  
32183 Kentucky Street  
Yucaipa 92399

Mousley Museum of Natural History  
11600 Bryant Street  
Yucaipa 92399

Historical Society Facility  
35136 Avenue "A"  
Yucaipa 92399

- d. Native American Concerns  
Some historic archaeological sites and all prehistoric archaeological sites are the result of cultural activities of American Indian groups and their predecessors.



## **G. Open Space and Conservation Goals, Policies and Actions**

The following General Plan goals for the Open Space and Conservation Element have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

**Goal OS-1** Maintain natural resources to the greatest extent possible because they are a necessity to the "Quality of Life" within the City of Yucaipa and because many are already scarce.

### **Policies**

- A. Because the quality of life is related to the variety and abundance of all species, commonly occurring species shall be conserved. The following requirements shall be incorporated into the conditions of approval for all proposed discretionary land use proposals.

### **Actions**

1. Land clearing shall be regulated to reduce soil loss due to erosion, pursuant to the Plant Protection and Management Ordinance and erosion control regulations.
  2. Grading and cut and fill operations shall be minimized to reduce soil and vegetation loss.
  3. The encroachment of incompatible land uses on areas reserved for open space and natural resource conservation shall be restricted.
  4. The infilling of vacant land where urban levels of service are available shall be encouraged.
- B. The use of off-highway vehicles for recreational purposes on land other than one's own shall be prohibited except in a designated area or on existing roads and shall be subject to approval of a Conditional Use Permit.

### **Actions**

1. Sanctioned OHV events shall provide sufficient guarantees to assure all permit stipulations are adhered to; temporary events shall receive a Special Use Permit from the Community Development Department.



2. Work with Federal agencies in implementing remedial measures to block OHV usage where it is deemed inappropriate and conflicts with open space uses as identified on the Resource Overlay maps. Require new development to install gates or other suitable OHV deterrents when deemed necessary.
- C. Private lands which exhibit unique features, as identified on the Resource Overlay Maps, will be required to maintain those features. Compensation by allowing the transfer of development rights will be the preferred mechanism for accomplishing this policy.

**Goal OS-2** Manage scarce natural resources for preservation. Scarce resources include sensitive biological resources, cultural resources, air quality, groundwater supply and quality and open space.

**Policies**

- A. Require cultural resource surveys for all discretionary land use proposals in areas identified as sensitive. (See **Exhibit XII-3**, Paleontological/Historical Sites.)
- B. Require compliance with all mitigation measures as identified by the County Museum.
- C. Require compliance with all provisions of the Regional Air Quality Management Plan.
- D. Develop and implement a Transportation Demand Management Ordinance to reduce the overall number of trips and vehicle miles traveled.
- E. Require compliance with all Regional Water Quality Control Board regulations.
- F. Require connections to sanitary sewer systems for all developments within 600 feet of an existing trunk tie.
- G. Protect and maintain City open space resources of unique character and value where protection cannot be achieved through other agencies.

**Action**

1. Inventory and identify specific areas of unique character and/or resources.

**Goal OS-3**     Manage other types of natural resources, including mineral resources, soils and energy resources, for conservation for future beneficial uses.

**Policies**

- A.     Because the need for minerals is a present and future requirement for the City's development and well-being, the City shall participate in the establishment of a County-wide mineral resource information, storage and retrieval system that will pursue the following actions.

**Actions**

1.     Solicit, coordinate, and acknowledge lands designated by the State Mining and Geology Board and classified by the State Geologist.
  2.     Incorporate the mineral classification or designation information, including the maps, where they are completed by the State Mining and Geology Board and the Division of Mines and Geology, including new and updated information.
  3.     Recognize and protect areas within the City that show or have proven to have significant mineral resources, and protect access to those areas.
  4.     Protect mineral resources and access from incompatible land uses.
  5.     Maintain and coordinate files and records to be kept with the Planning Department of the City.
- B.     Because mineral resources vary in type, quality and quantity, they shall be identified according to the threshold values in SMARA and the following criteria for Mineral Resource Zones (MRZ), Scientific Resource Zones (SZ) and Identified Resource Areas (IRA). The MRZ and SZ categories used by the State Geologist in classifying the State's lands, the geologic and economic data and the substantiation upon which each MRZ or SZ assignment is based shall be presented in the land classification information transmitted by the State Geologist to the City Council for the following areas.

**Actions**

1.     MRZ-1  
Adequate information indicates that no significant mineral deposits are present or it is judged that little likelihood exists for their presence. This zone shall be applied where

well-developed lines of reasoning based upon economic geologic principles and adequate data demonstrate that the likelihood of the occurrence of significant mineral deposits is nil or slight.

2. **MRZ-2**  
Adequate information indicates that significant mineral deposits are present or it is judged that a high likelihood for their presence exists. This zone shall be applied to known mineral deposits or where well developed lines of reasoning based upon economic geologic principles and adequate data demonstrate that the likelihood of significant mineral deposits is high.
3. **MRZ-3**  
This zone contains deposits whose significance cannot be evaluated from available data.
4. **MRZ-4**  
Available information is inadequate for assignment to any other zone.
5. **SZ Areas**  
Areas containing unique or rare occurrences of rocks, minerals or fossils that are of outstanding scientific significance shall be classified in this zone.
6. **IRA**  
This designation refers to San Bernardino County or State Division of Mines and Geology-identified areas where adequate production and information indicates that significant minerals are present.

- C. Because of the protection of significant mineral resources and access to them is required for present and future development and extraction, the City shall implement the following actions.

#### **Actions**

1. Protect mineral resources and access from incompatible land uses.
2. Review land development proposals near resource areas or mining operations with the goal of achieving land use compatibility with mining.
3. Use the following land use compatibility categories.

- a. Incompatible  
This category require a high public or private investment in structures, land improvements and landscaping which would prevent mining because of the higher economic value of those lands and their improvements. Examples of this category include both high and moderate density residential development with high unit value, public facilities, and non-mining related industrial and commercial operations.
  - b. Compatible  
This category requires low public or private investment in structures, land improvements and landscaping which would be amenable to mining because of low economic value of land and improvements. Examples of this category include other mining operations, very low residential development (i.e., 1 dwelling unit per 10 acres where an adequate buffer is presented as defined in section d below), low unit value, extensive industrial, recreational (public/commercial), agricultural, silvicultural, grazing, and open space.
  - c. Interim  
This use requires temporary structures, land improvements and landscaping of limited useful life which from an economic and political standpoint can be converted to mining at the end of that limited life. The period of interim use should be compatible with the orderly and timely production of mineral resources and the useful life of the improvements.
  - d. Buffer  
This use would provide sufficient distances or barriers between mining and incompatible land uses. Such barriers would be utilized to mitigate noise, dust, vibration and the visual impacts of mining. These barriers would also be designed to mitigate the impacts to public health and safety.
- D. Because the City of Yucaipa needs to support mineral extraction and processing operations, the City shall implement the following actions.



### **Actions**

1. Adopt a Mining/Reclamation application form that requests information necessary to assure compliance with the requirements of SMARA and the City.
  2. Provide for natural resource management in the development of Specific Plans and other planning efforts within the undeveloped portions of the City.
  3. Provide methods and procedures to review Mining/Reclamation Plans and methods for the extraction and processing of mineral resources. Assure adequate recovery of mineral resources, and provide for the reclamation of mined lands before issuing permits.
  4. Provide for the monitoring of mining operations for compliance with the established operating guidelines, conditions of approval, and the reclamation plan.
- E. Because the production of food and fiber is a present and future need both in terms of sustenance and in terms of economic diversity, the City shall encourage the preservation of soils for agricultural purposes.

### **Actions**

1. All proposed Land Use Map changes and discretionary land use proposals for areas identified on the Important Farmlands Map (**Exhibit XII-1**) as prime agricultural soils and/or those properties under Williamson Act contract shall be accompanied by a report which details the soil and agricultural resources located on the site. The report shall also outline appropriate mitigation measures to reduce the impacts due to the possible reduction of such resources. The conditions of approval for any land use application shall incorporate the identified mitigation measures to protect and preserve soil and agricultural resources.
2. All proposals for earthwork and grading performed in the City shall be required to submit and obtain approval for plans to the City Engineering Department which incorporate industry standard erosion control methods, including but not limited to, landscaping, sandbagging, benching of slopes, debris basins, sediment basins and other methods deemed necessary by the Engineering Department, prior to the issuance of permits for the proposed work.

**Goal OS-4** Promote the maintenance of the natural resource base of the City by exercising prudent stewardship in coordination with appropriate agencies and interested groups.

**Policies**

- A. Because water suppliers within the City of Yucaipa are local and outside sources are not currently available, the City shall implement measures to reduce per capita water consumption and increase supplies.

**Action**

1. All proposed land use district changes shall evaluate the impacts the proposal would have on water supplies and consumption. The evaluation shall also detail mitigation measures which would reduce the impacts to levels acceptable by the Yucaipa water purveyor. Mitigation methods may include, but shall not be limited to, the use of reclaimed water, the installation of low-water consumption fixtures, retro-fitting existing developments with low-water consumption fixtures, contributions to groundwater recharge operations and development of existing resources.
- B. Because the preservation and conservation of biological resources is a state, federal and local issue that directly affects development rights, there is an immediate need to establish long-term, comprehensive plans for native species.

**Actions**

The following plans and programs shall be established and implemented.

1. Habitat Conservation Plans
  2. Land Ownership Transfer Programs
  3. Land Conservation Easement Programs
  4. Natural Communities Conservation Planning
- C. Prepare and maintain biotic resource overlays for use by City staff and the general public for land management and planning.

**Goal OS-5** Preserve rare and endangered species, and protect areas of special habitat value.

**Policies**

- A. Because all rare, endangered and threatened species' habitats require management for preservation, the following actions shall be taken.

## **Actions**

1. All proposed Land Use Map changes and discretionary land use proposals for areas identified on the Biological Resources Map (**Exhibit XII-2**) shall be accompanied by a report that identifies all biotic resources located on the site and those on adjacent parcels which could be adversely affected by the proposal. The report shall outline mitigation measures designed to eliminate or reduce impacts to protected resources and shall be prepared by an appropriate expert such as a qualified biologist, botanist, herpetologist or other professional "life scientist." The mitigation plan shall be prepared following guidelines outlined on pages 58 through 59 of the General Plan's Final Environmental Impact Report.
  2. The conditions of approval for any land use application shall incorporate the identified mitigation measures to protect and preserve the habitats of the protected species.
  3. The following management policies shall be applied to all proposed Land Use Map changes and discretionary land use proposals within areas included on the Biological Resources Map as recommended in the required Biological Resource Report.
    - a. Provide for mitigation measures that would reduce impacts to populations, where feasible.
    - b. Provide for mitigation measures that would reduce impacts to habitat areas due to encroachment of incompatible land uses or fragmentation of habitat areas, where feasible.
    - c. Provide for mitigation measures that enhance populations, where feasible.
    - d. Provide for mitigation measures that enhance habitat areas, such as buffer areas, where feasible.
- B. Because listed species and their habitats may exist throughout the City, in addition to those shown on the Biological Resources Map, all of the provisions of Policy A may be applied anywhere in the City, as determined by the Planning Director.

- C. Because species occurrences may be adversely affected by land use approvals, the provisions of Policy A may be applied in areas supporting these species if it can be shown that the species is "threatened" as that term is used in the Federal Endangered Species Act.

**Goal OS-6** Conserve existing populations of native plant and wildlife species by preserving adequate habitat wherever appropriate.

**Policies**

- A. Promote the utilization of "soft bottom" channels wherever feasible.
- B. Require open space dedications as mandated by the Hillside/Ridgeline Preservation Ordinance.
- C. Encourage the transfer of development rights through the Planned Development application process.
- D. Establish and implement a "Heritage Tree" Preservation Ordinance.
- E. Cooperate with other agencies in the establishment of wildlife corridors.

**Goal OS-7** Establish an effective environmental mitigation monitoring process.

**Policy**

- A. Because the preservation and conservation of biological resources depends upon mitigation measures adopted as conditions of approval, monitoring programs shall be established as follows.

**Actions**

- 1. All discretionary approvals requiring mitigation measures for impacts to biological resources shall include the condition that the mitigation measures be monitored and modified if necessary, unless a finding is made that such monitoring is not feasible.
- 2. The monitoring program shall be designed specifically for the potential impacts identified in the Biological Resources Report.
- 3. The monitoring program shall be designed to determine if the mitigation measures were implemented and if they were effective.



4. The monitoring program shall be funded by the project applicant to ensure compliance with and effectiveness of the conditions of approval.

**Goal OS-8** Minimize conflicts between open space and surrounding land uses.

**Policies**

- A. The development of private lands can adversely affect the management strategies of the Community Services Department which administers public parklands within Yucaipa.

**Action**

1. When reviewing private land uses which are adjacent to public parklands, planning documents shall be reviewed to determine compatibility with park, recreation and open space uses.
- B. Easements and dedications allowed in the Subdivision Map Act, to acquire access to lakes, streams, public lands and other locally and regionally significant natural features, shall be required of all new development.

**Goal OS-9** Provide for the visual enhancement of existing and new development through landscaping and preservation of scenic vistas.

**Policies**

- A. As development occurs in hillside areas, open space will be needed both for aesthetic and practical reasons, such as the reduction of grading impacts and watershed protection.

**Action**

1. Through the City's Hillside Development Ordinance, a minimum of 40% of each hillside development shall be required to be set aside as open space. A homeowners' association or City Maintenance District shall be created to provide maintenance for these open space areas.
- B. Undergrounding of all utility facilities shall be required for all new projects.
  - C. All development, and particularly commercial and industrial development, shall install and maintain a minimum of 10% on-site landscaping which is drought tolerant and compatible with the regional environment. Lawns shall not be permitted to cover more than one-fourth of the total landscaped area requirements.
  - D. Development shall be controlled on prominent ridgelines.

- E. New regional community infrastructure on hilltops shall be allowed only when no alternative sites are available.
- F. Review site planning, including architectural design, to prevent obstruction of scenic views and to blend with the surrounding landscape.
- G. Require compliance with grading and vegetation removal standards as set forth in the Scenic Routes Overlay District.
- H. Because flood control and drainage measures are part of an overall community improvement program and should advance the goals of recreation, resource conservation, preservation of natural riparian vegetation and habitat, and the preservation of the scenic values of the City's streams and creeks, the City shall implement the following actions.

#### **Actions**

- 1. Consider ecological significance and aesthetic quality of natural drainage ways in the design of all drainage projects.
- 2. Require that storm waters be used for groundwater recharge when possible.
- 3. Preserve designated drainage channels and water courses such as creeks and river beds as resource management areas or linear parks and recreation trails, when possible.

**Goal OS-10** Promote educational and awareness programs through the establishment of a nature center.

#### **Policies**

- A. Establish an impact fee program for new park facilities that will apply to all existing lots of record.
- B. Review and evaluate potential sites, and select a preferred location.

**Goal OS-11** Preserve and protect the City's historical, archaeological and cultural resources.

#### **Policies**

- A. Because portions of the City could have cultural resource sensitivity, the following measures are required for all new project proposals that are located in areas identified by the County Museum as having potential cultural resources.

### **Actions**

1. A cultural resource field survey and evaluation prepared by a qualified professional shall be required with project submittal. The format of the report and standards for evaluation shall follow the "Guidelines for Cultural Management Reports submitted to the San Bernardino County Office of Planning."
  2. Mitigation of impacts to important cultural resources shall follow the standards established in Appendix K of the CEQA Guidelines as amended to date.
- B. Because archaeological and historic resources occur in all environmental and topographic contexts, including many areas not mapped on the Cultural Resource Overlay of the Resource Overlay Maps, all land use applications in planning areas lacking Cultural Resource Overlays and in lands outside of planning areas that involve disturbance of previously undisturbed ground shall be subject to a review of potential impacts to cultural resources as follows.

### **Actions**

1. A preliminary cultural resource review shall be conducted by the Archaeological Information Center at the San Bernardino County Museum prior to application acceptance.
  2. Should the preliminary review indicate the presence of known cultural resources or moderate to high sensitivity for the potential presence of cultural resources, a field survey and evaluation prepared by a qualified professional shall be required with project submittal. The format of the report and standards for evaluation shall follow the "Guidelines for Cultural Resource Management Reports submitted to the San Bernardino County Office of Planning."
  3. Mitigation measures for impacts to important cultural resources shall follow the standards established in Appendix K of the CEQA Guidelines as amended to date.
- C. When such resources cannot feasibly be preserved in place, preserve the information they contain through implementation of appropriate data recovery programs.



- D. Because the underlying purpose of both avoidance/preservation in place and data recovery as forms of mitigation of impacts to cultural resources is the preservation of information and heritage values such resources contain, standards for reporting, curation and site avoidance shall be as follows.

**Actions**

1. Site record forms and reports of surveys, test excavations and data recovery programs shall be filed with the Archaeological Information Center at the San Bernardino County Museum and shall be reviewed and approved in consultation with that office. Preliminary reports verifying that all necessary archaeological and historical field work has been completed shall be required prior to project grading and/or building permits. Final reports shall be submitted and approved prior to project occupancy permits.
  2. Any artifacts collected or recovered as a result of cultural resource investigations shall be catalogued per County Museum guidelines and adequately curated in an institution with appropriate staff and facilities for their scientific information potential to be preserved.
  3. When avoidance or preservation of an archaeological site or historic structure is proposed as a form of mitigation, a program detailing how such long-term avoidance or preservation is assured shall be developed and approved prior to conditional approval.
- E. Because it is desirable for as much of the City as possible to be covered by mapped cultural resource overlays to aid both planners and the public in anticipating when field surveys and evaluation studies will be necessary, cultural resource overlays will be prepared for the entire City, including information already available through the County's efforts.

**Goal OS-12** Ensure that community objectives for cultural resources avoid or minimize potential conflicts with traditional Native American beliefs and concerns.

**Policy**

- A. Because contemporary Native Americans have expressed concern over the handling of the remains of their ancestors, particularly with respect to archaeological sites containing human burials or cremations, artifacts of ceremonial or spiritual significance and rock art, the following actions shall be taken when decisions are made regarding the disposition of archaeological sites that are the result of prehistoric or historic Native American cultural activity.



### **Actions**

1. The Native American Heritage Commission and local reservation, museum and other concerned Native American leaders shall be notified in writing of any proposed evaluation or mitigation activities that involve excavation of Native American archaeological sites and their comments and concerns solicited.
2. The concerns of the Native American community shall be fully considered in the planning process.

**Goal OS-13** Ensure that significant paleontologic resources exposed during grading are recovered and preserved for their scientific value.

### **Policy**

- A. Because development activities that involve substantial grading in areas of known or potential paleontologic sensitivity have the potential to destroy significant fossil resources, such projects mapped on the Paleontologic Overlay shall be subject to the following standards.

### **Actions**

1. In areas of potential but unknown sensitivity, field surveys prior to grading shall be required to establish the need for paleontologic monitoring.
2. Projects requiring grading plans that are located in areas of known fossil occurrences on the overlay or demonstrated in a field survey to have fossils present shall have all rough grading (cuts greater than three feet) monitored by trained paleontologic crews working under the direction of a qualified professional so that fossils exposed during grading can be recovered and preserved. Fossils include large and small vertebrate fossils, the latter recovered by screen washing of bulk samples.
3. All recovered specimens shall be prepared to the point of identification and adequately curated into retrievable collections of an institution with appropriate staff and facilities for their scientific information potential to be preserved.
4. A report of findings with an itemized accession inventory shall be prepared as evidence that monitoring has been successfully completed. A preliminary report shall be submitted and approved prior to the granting of building permits, and a final report shall be submitted and approved

prior to the granting of occupancy permits. The adequacy of paleontologic reports shall be determined in consultation with the Curator of Earth Science of the San Bernardino County Museum.







**FISCAL ANALYSIS OF GENERAL PLAN  
LAND USE ALTERNATIVES**

**City of Yucaipa General Plan Program**

February 5, 1992

Prepared for:

The City of Yucaipa  
24282 Yucaipa Blvd.  
Yucaipa, California 92399



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## **CHAPTER 1**

### **INTRODUCTION**

This report documents the fiscal impact analysis of three proposed land use concepts for the land use element of Yucaipa's general plan program. This fiscal impact analysis projects recurring revenues and costs to the City of Yucaipa at build out of each land use alternative, allowing comparison of the respective net fiscal impacts to the City's general fund and road fund. Fiscal impacts are projected only for recurring revenues and costs relating to basic City operations; costs and revenues related to major capital improvements are not included in this analysis. However, a contingency of 5 percent has been included, which could be used for reserves and small capital outlays. Fiscal impacts are projected for development occurring in the future only, and do not include recurring costs and revenues related to existing development within the City.

#### **1.1 Methodology**

Fiscal impacts are projected using a computerized fiscal impact model developed by Stanley R. Hoffman Associates, Inc. The model accepts land use information, market assumptions and revenue and cost factors as inputs. Intermediate calculations include incremental population, employment, assessed valuation, and taxable sales projections. The model then produces projections of recurring revenues and costs based on the land use, economic and demographic changes projected to occur within Yucaipa.

Revenue and cost factors are based on the current relationship between recurring revenues and costs, and existing development, population and employment within Yucaipa. Projected general fund revenues include property tax, sales and use tax, franchise fees, property transfer tax, municipal fines and penalties, state subventions, recreation fees, other miscellaneous revenues and interest on liquid fund balances. Projected road fund revenues include Measure I, the 1/2 cent local sales tax and state gas tax. Projected general fund costs include community development, police protection, park maintenance, engineering, street maintenance, facility maintenance, recreation, general government and contingency. Projected road fund costs include road maintenance and traffic signal maintenance.

Projections have been prepared as a build out analysis for new development only. Future development should focus on phasing the fiscal model based on a comprehensive market analysis to further understand the effects of future development

on the City's fiscal structure. Such a model could be run concurrently as part of a annual growth monitoring and management program.

## **1.2 Overview**

Chapter 2 provides descriptive information about the three proposed land use alternatives, as well as market assumption related to these land use types. Chapter 3 contains an analysis of the fiscal impacts associated with each land use scenario. Chapter 4 provides more detailed information about city service requirements, and recurring revenues. Appendix A contains an analysis of the fiscal impacts with an enhanced retail component for the mixed and high land use alternatives. Appendix B provides a list of persons interviewed for this study.

## **CHAPTER 2**

### **LAND USE ALTERNATIVES**

Three alternative land use scenarios have been proposed for incorporation into the land use element of the general plan. These land use scenarios are referred to as the low, mixed, and high alternatives.

#### **2.1 Land Use Scenarios**

The demand for developable residential, commercial and industrial land is not estimated to exceed the supply within the 2010 planning horizon. In the absence of a comprehensive market analysis, these three land use alternatives constitute three different assumptions about future market conditions. Table 2-1 presents the three baseline land use alternatives. In addition to these alternatives, Appendix A contains three land use variations in which the demand for future retail development is enhanced.

The low alternative allows for the addition of 11,018 dwelling units with 341.9 acres of commercial and industrial development. The mixed alternative allows for about 14,507 additional dwelling units along with about 667.5 acres of commercial and industrial uses. The high alternative allows for a maximum of about 18,975 dwelling units with about 720.3 acres of commercial and industrial development. For the mixed and high alternatives, overall average residential densities are increased compared to the low alternative.

The various land use alternatives were developed with varied assumptions about the growth of the residential, commercial and industrial real estate markets in Yucaipa, resulting in a different mix of development types as well as total developed acres at build out. The low alternative assumes modest growth in both the residential and non-residential markets. The mixed alternative assumes more robust growth in the non-residential market, with almost twice the amount of developed non-residential acreage as in the low alternative. The mixed alternative also assumes demand for an additional 3,489 dwelling units. The high alternative assumes vigorous growth in both the residential and non-residential markets, with over twice the amount of non-residential acreage as in the low alternative and almost twice the number of residential units. The varied mix and amount of development for each of these scenarios can be expected to produce differing service costs and revenues to the City of Yucaipa.

**TABLE 2-1**  
**CITY OF YUCAIPA GENERAL PLAN PROGRAM**  
**GENERAL PLAN LAND USE ALTERNATIVES**

Land Use Category	Low Alternative	Mixed Alternative	High Alternative
<b>Residential Product - Units</b>			
Single Family Attached	3,044	3,945	4,850
7,200 sq. ft. lots	2,910	3,180	5,433
10,000 sq. ft. lots	1,464	2,600	3,086
20,000 sq. ft. lots	2,043	1,870	4,193
1.0 acre lots	1,001	2,412	891
2.5 acre lots	228	246	221
5.0 acre lots	185	120	267
10.0 acre lots	103	134	34
20.0 acre lots	40	0	0
Total Dwelling Units	11,018	14,507	18,975
<b>Non-Residential Development - Acres</b>			
- Neighborhood Retail	36.3	99.6	99.6
- General Commercial	74.7	65.9	65.3
- Service/Freeway Retail	24	27.9	27.9
Office	90.4	307.2	334.4
Business Park/Light Industrial	116.5	166.9	193.1
Total Acres	341.9	667.5	720.3
<b>Non-Residential Development - Square Feet</b>			
Neighborhood Retail	395,000	1,084,000	1,084,000
General Commercial	1,140,000	1,005,000	996,000
Service/Freeway Retail	419,000	485,000	485,000
Subtotal-Retail	1,954,000	2,574,000	2,565,000
Office	1,378,000	4,684,000	5,098,000
Business Park/Light Industrial	2,029,000	2,908,000	3,364,000
Total Square Feet	5,361,000	10,166,000	11,027,000

Source: Stanley R. Hoffman Associates, Inc.  
J.L. Webb Planning, Inc.



## 2.2 Market Assumptions

Table 2-2 shows the market assumptions by category for residential land use designations proposed for Yucaipa. Product values range from \$100,000 for single family attached to about \$610,000 for custom estate homes. Valuations are presented in constant 1991 dollars, are used to project property tax revenues. Residential valuations in the model are reduced by 10 percent at build out to account for the

**TABLE 2-2**  
**CITY OF YUCAIPA GENERAL PLAN**  
**RESIDENTIAL MARKET ASSUMPTIONS**

Product Type/Density	Value in 1991 Dollars	Average Turnover
Single Family Attached	\$100,000	10 years
7,200 sq. ft. lots	\$150,000	10 years
10,000 sq. ft. lots	\$180,000	10 years
20,000 sq. ft. lots	\$285,000	10 years
1.0 acre lots	\$395,000	10 years
2.5 acre lots	\$410,000	10 years
5.0 acre lots	\$495,000	10 years
10.0 acre lots	\$595,000	10 years
20.0 acre lots	\$610,000	10 years

*Source: Stanley R. Hoffman Associates, Inc.  
J.L. Webb Planning, Inc.  
The Marketing Department*

reduced annual increase relative to other public revenues due to Proposition 13. This factor allows for a constant dollar approach while accounting for the implicit lag in residential property tax revenues relative to sales tax and other revenues.

Table 2-3 presents market information for non-residential development. Secured valuations are based on typical construction and land costs in the Yucaipa market area. Unsecured valuation accounts for the taxable value of equipment and furnishings. Taxable sales per square foot assumptions are based on the Urban Land Institute's Dollars and Cents of Shopping Centers, 1990 data. The floor area ratios shown are based on interviews with City staff and are used to estimate developable square footage.

**TABLE 2-3**  
**CITY OF YUCAIPA GENERAL PLAN PROGRAM**  
**NON-RESIDENTIAL MARKET ASSUMPTIONS**

Development Type	Valuation per Square Foot		Average Turnover	Taxable Sales per Square Foot	Floor Area Ratio
	Secured	Unsecured			
Neighborhood Retail	\$90	\$20	15 years	\$135	25%
General Commercial	\$90	\$20	15 years	\$156	30%
Service/Freeway Retail	\$90	\$20	15 years	\$183	40%
Office	\$100	\$20	15 years	\$0	35%
Business Park/Light Industrial	\$80	\$20	15 years	\$9	40%

*Source: Stanley R. Hoffman Associates, Inc.*

## CHAPTER 3

### FISCAL ANALYSIS OF LAND USE ALTERNATIVES

This chapter presents the fiscal analysis of the three land use alternatives described in Chapter 2 as high, mixed, and low alternative land uses. The fiscal impact analysis is presented at general plan build out in 1991 constant dollars, as shown in Table 3-1.

#### 3.1 General Fund Fiscal Impacts

The summary of the projected recurring general fund revenues and costs, as presented in Table 3-1, shows that the revenue/cost ratios range from 1.73 for the low alternative to 1.53 for the high alternative. The major reason for differences between the revenue/cost ratios is the relationship between number of housing units and retail square footage assumed in each alternative. As the assumed supportable retail square footage increases, net revenues tend to increase, and conversely, as the number of housing units increase, net costs tend to increase.

Therefore, the low alternative is projected to have the highest revenue/cost ratio because it has the most retail square feet--about 1.95 million--in relation to the number of housing units--11,018--or about 177 retail square feet per housing unit. This compares to the high alternative which has about 2.56 million retail square feet and 18,975 housing units, or about 135 retail square feet per housing unit. The mixed alternative, with a ratio of 1.68 is comparable to the low alternative, because while the number of housing units, at 14,507 is between the other two, the retail square footage remains relatively high at 2.57 million square feet, or about 177 retail square feet per housing unit.

The projected revenues range from \$8.16 million in the Low alternative to \$12.40 million in the high alternative. The corresponding projected costs range from \$4.70 million to \$8.12 million. While the high alternative generates a lower revenue/cost ratio than the low alternative, it actually generates more net surplus, at \$4.27 million, than the low alternative, which is projected to generate about \$3.45 million. This is due to the fact that the high alternative has relatively more housing units in relation to the retail square feet, so the importance of the property tax increases.

In terms of the distribution and importance of various revenue sources, sales tax and property tax are the two most important. In the high alternative, sales tax represents about 38 percent of the total general fund revenues. In the mixed alternative, sales tax represents about 42 percent of total projected general fund revenues. In the low alternative, where retail square feet per housing unit is relatively higher, the percentage

**TABLE 3-1**  
**CITY OF YUCAIPA GENERAL PLAN**  
**SUMMARY OF PROJECTED RECURRING REVENUES AND COSTS AT BUILD OUT**

(In 1991 Dollars)

	Low Alternative	Mixed Alternative	High Alternative
<b><u>Recurring Revenues</u></b>			
Property Tax	\$2,297,108	\$3,403,011	\$3,949,332
Sales Tax	3,647,956	4,678,119	4,708,282
Franchise Fees	297,541	391,762	512,420
Property Transfer Tax	124,781	184,855	214,532
Fines and Penalties	26,815	35,306	46,180
Motor Vehicle License Fees	1,144,715	1,507,205	1,971,408
Cigarette Tax	29,997	39,495	51,659
Other Revenues	25,149	33,112	43,310
Recreation Fees	226,640	298,409	390,316
Interest	<u>335,508</u>	<u>453,508</u>	<u>509,971</u>
<i>Total Revenues</i>	\$8,156,209	\$11,024,782	\$12,397,410
<b><u>Recurring Costs</u></b>			
Community Development	\$105,853	\$173,967	\$213,168
Police Protection	952,998	1,646,576	1,938,649
Park Maintenance	972,675	1,280,685	1,675,122
Engineering	64,463	84,876	111,017
Street Maintenance (Non-Gas Tax)	850,099	1,048,370	1,297,622
Facility Maintenance	194,480	194,480	194,480
Recreation	423,158	557,157	728,755
General Government	914,103	1,264,400	1,578,687
Contingency	<u>223,891</u>	<u>312,526</u>	<u>386,875</u>
<i>Total Costs</i>	\$4,701,719	\$6,563,036	\$8,124,376
Net Surplus/ (Deficit)	\$3,454,490	\$4,461,746	\$4,273,034
Recurring Revenue/Cost Ratio	1.73	1.68	1.53

Source: Stanley R. Hoffman Associates, Inc.



increases to about 45 percent. Property tax revenues represent about 32 to 33 percent of the total in the high and mixed alternatives, but drops to about 28 percent in the low alternative reflecting the increase in the importance of the sales tax revenues. The next most significant revenue source is the motor vehicle license fees, which represent about 14 to 16 percent of total revenues. These three revenue sources constitute about 86 to 87 percent of the total projected general fund revenues.

Eighty percent of the recurring costs are represented by four cost categories: police protection, park maintenance, non-gas tax supported street maintenance, and general government. Police protection is generally the largest cost component, representing 24 to 25 percent of the costs for the high and mixed alternatives, while representing 20 percent in the low alternative. Park maintenance is next representing 20 to 21 percent of the costs in all three alternatives. In the low alternative, the police costs are slightly lower than the park costs due to the relatively lower assumed office development along the I-10 freeway. Larger office development along the freeway is estimated to require additional police service above the estimated per capita requirements.

General government costs represent about 19 percent of the total in all three alternatives, while street maintenance that is assumed to be non-gas tax supported represents about 16 to 18 percent of the total. The non-gas tax general fund costs represents the projected maintenance requirements above projected gas tax revenues if current road maintenance service standards are continued.

### **3.2 Road Fund Fiscal Impacts**

The fiscal impacts on the road fund are presented in Table 3-2, and include revenues from State gas taxes, section 2105, 2106, and 2107, as well as the Measure I 1/2 cent sales tax revenues. Also shown are the estimated road and traffic signal maintenance costs.

The projected revenues range from \$852.2 thousand for the low alternative to \$1.47 million for the high alternative. The recurring costs range from \$1.70 million for the low alternative to \$2.77 million for the high alternative. Based on the City's current road and signal maintenance service standards, this results in a projected road fund deficit for all three alternatives, ranging from \$850.1 thousand for the Low alternative to \$1.30 million for the high alternative.

The road fund analysis results in revenue/cost ratios ranging from 0.50 to 0.53, which means that under current service standards, the excess costs would need to be covered

**TABLE 3-2**  
**CITY OF YUCAIPA GENERAL PLAN**  
**SUMMARY OF ROAD FUND REVENUES AND COSTS**

(In 1991 Dollars)

	Low Alternative	Mixed Alternative	High Alternative
<b><u>Recurring Revenues</u></b>			
Measure I 1/2 Cent Sales Tax	\$248,266	\$326,882	\$427,559
State Gas Tax 2107	258,455	340,298	445,106
State Gas Tax 2106	120,895	159,178	208,203
State Gas Tax 2105	<u>224,614</u>	<u>295,741</u>	<u>386,826</u>
Total Revenues	\$852,229	\$1,122,099	\$1,467,694
<b><u>Recurring Costs</u></b>			
Public Works - Road Maintenance	\$1,567,328	\$2,036,788	\$2,632,390
Public Works - Traffic Signals	<u>135,000</u>	<u>135,000</u>	<u>135,000</u>
Total Costs	\$1,702,328	\$2,171,788	\$2,767,390
Net Surplus/ (Deficit)	(\$850,099)	(\$1,049,688)	(\$1,299,697)
Recurring Revenue/Cost Ratio	0.50	0.52	0.53

*Source: Stanley R. Hoffman Associates, Inc.*

from other sources, such as the general fund. These projected deficits are currently assumed to be covered by the general fund, which is projected to have sufficient revenues based on the proposed land uses.

### **3.3 Sales Tax Revenues**

Currently, the City of Yucaipa receives about \$31 per capita in sales tax revenues. Under the projected land use scenarios, sales tax revenues are projected to be over \$100 per capita for the entire City. All three land use scenarios include significant levels of retail development; however, this projected retail development has not been substantiated by a comprehensive, phased market study. Although land uses have been designated for commercial acreage, the City should consider annually updating the projected demand for retail space to more accurately project sales tax, revenues and monitor the ongoing fiscal balance.

## CHAPTER 4

### FISCAL FACTORS

Revenue and cost factors have been developed based on the existing relationship between the City's fiscal structure and development patterns. Detailed descriptions of revenue and cost factors are presented in this chapter.

It should be noted that certain revenues received from the State as subventions--such as motor vehicle license fees and State gas tax--are projected using per capita factors that reflect the period after subventions are distributed based on actual population, in fiscal year 1997/1998. Per capita projection factors are calculated using current revenues divided by the subventions population, at about 53,000. The subventions population is estimated as three times the number of registered voters at incorporation. This population number is used to allocate state subventions until fiscal year 1997/1998, when actual City population is used.

#### **4.1 Revenue Assumptions**

Table 4-1 presents a summary of revenue and cost factors developed for the fiscal analysis.

Property tax. Yucaipa is estimated to receive an allocation of about 9 percent of the basic one percent levy on taxable real property within City limits. Property tax is projected by applying the City's 9 percent allocation of the one percent basic levy to future assessed value under each land use scenario. Future assessed value is determined by applying the valuation assumptions from Table 2-2 and Table 2-3 to projected dwelling units and commercial development.

Sales and use tax. Sales tax is projected as a function of future retail square footage. A small sales per square foot factor is also used for business park and light industrial uses to reflect the non-retail sales that typically take place from business in these developments. As shown in Table 2-3, sales per square foot factors are estimated at \$183 per square foot for service/freeway retail, \$156 per square foot for general commercial, \$135 per square foot for neighborhood retail, and \$9 per square for business park and industrial uses. Use tax is estimated at 12 percent of projected sales tax.

Franchise tax. A franchise tax is levied on the gross revenues from the sale of natural gas and electricity, as well as from cable television and waste disposal services provided



**TABLE 4-1**  
**CITY OF YUCAIPA GENERAL PLAN PROGRAM**  
**RECURRING REVENUE AND COST FACTORS**

Projected Recurring Revenues	Base Amount	Projection Basis	Projection Factor	Fund	Comments
<b>Local Taxes</b>					
Property Tax	996,238	assessed value	9% of basic 1% levy	general	
Sales Tax	1,067,888	taxable sales	1% of taxable sales	general	Table 2-3
Franchise Tax	332,245	population increase	\$9.82 per capita	general	
Property Transfer Tax	76,082	assessed value & turnover	\$0.55 per \$1,000	general	Table 2-2 and 2-3
<b>State Subventions</b>					
Motor Vehicle License Fees	2,007,586	population increase	\$37.78 per capita	general	
Cigarette Tax	33,496	population increase	\$0.99 per capita	general	
State Gas Tax - 2107	453,226	population increase	\$8.53 per capita	road	
State Gas Tax - 2106	211,998	population increase	\$3.99 per capita	road	
State Gas Tax - 2105	227,734	population increase	\$7.41 per capita	road	full 9 cent/gallon tax rate
<b>Other Revenues</b>					
Measure I, 1/2 cent Sales Tax	277,292	population estimate	\$8.19 per capita	road	based on 92/93 estimate
Recreation	23,000	population increase	\$7.48 per capita	general	includes day care and aquatics
Interest Income	267,611	historic rate of return	4.3 percent	general	
<b>Projected Recurring Costs</b>					
General Government	1,170,596	overhead factor	20.7 % of direct costs	general	
Police	2,212,414	population increase	\$65.37 per capita	general	plus estimated cost for highway commercial
Planning and Code Enf.	91,020	population increase	\$2.69 per capita	general	non-fee supported only
Engineering	72,000	population increase	\$2.13 per capita	general	non-fee supported only
Street Maintenance	1,156,740	future roads	\$8,059 per lane mile	road	includes signal maintenance
Park Maintenance	667,938	future parks	\$9,172 per acre	general	parks projected at 3.5 per 1000
Facility Maintenance		new civic center	\$2.50 per square foot	general	civic center facility - 78,000 s.f.
Recreation	472,631	population increase	\$13.97 per capita	general	
Contingency	171,336	factor	5% of total costs	general	

Source: Stanley R. Hoffman Associates, Inc.

to Yucaipa residents. The assumption is made that franchise revenues will increase proportionally with population. Franchise taxes are estimated at \$9.82 per capita.

Property Transfer Tax. Sales of real property are taxed by the County of San Bernardino at a rate of \$1.10 per \$1,000 of transferred property value. This revenue is shared equally by the City of Yucaipa and the County. Based on discussions with City staff, it is assumed that residential development will change ownership at an average rate of once every 10 years; Transfers of ownership for office, retail, and industrial/R&D properties are assumed to occur once every fifteen years.

State Subventions. State subventions include motor vehicle license fees, at \$37.78 per capita; State cigarette fees, at \$0.99 per capita; and State gasoline taxes include revenues from Sections 2105, 2106 and 2107 State gas tax. Section 2105 gas tax is projected at \$7.41 per capita, based on the full 9 cent per gallon tax in place by buildout. Section 2106 revenues are estimated at \$3.99 per capita; Section 2107 revenues are estimated at \$8.53 per capita.

Measure I Sales Tax. Measure I sales tax revenues are allocated based on population, sales tax effort, and Yucaipa's relative proportion of total road and street mileage in the County. Because this formula is dependent upon factors external to Yucaipa, this revenue source is estimated on a per capita basis, which approximates the actual allocation. Measure I sales tax revenues are projected based on the estimated 1992-1993 distribution of \$227,734, at \$8.19 per capita.

Fines and penalties. Fines and penalties are estimated at \$0.89 per capita and employee. It is assumed that general fines and parking fines are related to the increase in traffic volume, which is driven by both population and employment growth.

Recreation fees. Recreation fees are estimated at \$7.48 per capita, and include fee income for recreation programs, child care, and aquatics programs.

Other revenues. Other miscellaneous charges are estimated at \$0.83 per capita, and include copy service for maps and publications, and other reimbursements.

Investment income. The City currently receives investment income equal to 4.3 percent of total operating revenues. This rate is applied to future revenues to approximate interest earnings on investment of liquid fund balances.

## 4.2 Cost Assumptions

Recurring costs projected in this analysis include community development, police protection, public works, recreation, park maintenance, recreation and general government.

Planning/Code Enforcement. The current budget for planning/code enforcement is \$645,100 thousand. Approximately \$250,000 thousand of this amount is related to the general plan contract, and is not projected as a recurring cost. Base year planning costs are projected to increase by \$60,000 due to the addition of planning staff. The adjusted planning/code enforcement budget is estimated at \$455.1 thousand. Of this amount, approximately \$91.0 thousand--or 20 percent-- is non-fee supported and represents a net cost to the City. Net planning/code enforcement costs are projected at \$2.69 per capita.

Building and Safety. It is assumed that this division is self-supporting, therefore no net costs to the City are projected. As the City increase activities related to this department, fees and other revenues can be adjusted to cover services rendered.

Police protection. Police protection to the City of Yucaipa is provided on a contract basis by the San Bernardino County Sheriff. Police protection uses a pro-active patrol approach, with the goal of having officers spend approximately 35 percent of their time patrolling and not specifically responding to calls. With this approach, costs may not necessarily increase directly in proportion to population or employment. As such, police costs are projected using a two-tiered approach, incorporating both a per capita cost increase and a lump sum increase in costs related to major commercial development along the I-10 corridor.

The police budget for fiscal year 1991/92 is \$2,187,414, with an additional cost of \$25,000 for overtime. Total base police costs are estimated at \$2.21 million, for a per capita cost of \$65.37. This is considered a minimum standard of police protection and may increase over time in real terms as the City matures.

The cost of providing police protection to the regional serving employment centers along Interstate 10 is estimated at \$465,500 per year. This cost includes the equivalent of a round-the-clock patrol (1 officer per car, for 168 hours, the equivalent of 7 days per week). This annual cost includes an average of 4.6 officers per patrol, clerical support, supplies, vehicle and overhead.



Fire protection. Fire protection in Yucaipa is provided jointly by the Riverside County Fire Department and the California Department of Forestry. Funding for fire protection is provided in part by the County's structural fire tax, special district augmentation funds and a City contract for wildland fire protection. Fire protection is currently provided at the county minimum service level for urbanized areas. City staff has indicated that an increase in fire protection service levels is not foreseen in the near future. Since the current level of service does not require a general fund expenditure, fire costs are not projected in this analysis.<sup>1</sup>

Engineering. The current budget for the Engineering Department is \$360,000, 20 percent of which is not estimated to be supported by fees. The \$72,000 net engineering cost is projected at \$2.13 per capita.

Public Works. Road maintenance costs are estimated at \$8,059 per lane mile, based on existing circulation system maintained by the City. Traffic signal maintenance is estimated at \$5,000 per signalized intersection, based on discussions with City staff. Future road lane miles are estimated to be added at a rate of 87 lane feet per dwelling unit and 293 lane feet per commercial/industrial acre, based on existing development patterns. Twenty-seven additional signalized intersections are estimated, based on discussion with public works department staff.

Park maintenance. Total park land is estimated at 193 acres, of which 73 acres are currently improved. The 20 acre Bryant Glen park is presently in the process of being acquired from the County of San Bernardino. When this park is acquired by the City, it is assumed that the park will be at a fully developed state. Parks maintenance costs for the City of Yucaipa are projected at \$9,172 per developed acre, based on existing maintenance costs of \$595,900 plus the cost of additional personnel estimated at \$72,000 related to the acquisition of Bryant Glen park. Future park needs are projected at 3.5 acres per 1,000 population, a standard level of service for park requirements.

General Government. The general government costs for Yucaipa include the city manager, city council, city clerk, finance, personnel and community promotion. The general government overhead rate is estimated at 20.7 percent and is calculated as the ratio of general government costs to direct recurring costs, as shown in Table 4-2

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<sup>1</sup> While the cost of wildland fire protection--\$38,000--is funded by the general fund, future development will decrease the acreage protected under this contract, resulting in a net reduction in cost to the City.



**TABLE 4-2**  
**CITY OF YUCAIPA GENERAL PLAN**  
**CALCULATION OF GENERAL GOVERNMENT OVERHEAD RATE**

	Total General Fund Expenditures	\$6,468,171
Plus:	Street Maintenance	\$368,099
Minus:	<u>General Government</u>	<u>-\$1,170,596</u>
Equals:	Direct Costs	\$5,665,674
	<u>General Government Costs</u>	<u>\$1,170,596</u>
Divided by:	Direct Costs	\$5,665,674
Equals:	Overhead Rate	20.7 %

*Source: City of Yucaipa Finance Department  
Stanley R. Hoffman Associates, Inc.*

## **APPENDIX A**

### **FISCAL ANALYSIS OF ENHANCED LAND USE ALTERNATIVES**

#### **A.1 Enhanced Land Use Assumptions**

This Appendix presents the fiscal analysis of the three enhanced land use alternatives as described in Table A-1. The fiscal impact analysis is presented at general plan buildout in 1991 constant dollars, as shown in Table A-2. For the enhanced land use assumptions, commercial development has been increased for the mixed and the high alternative. These scenarios represent a more optimistic view of the future retail market in Yucaipa.

#### **A.2 General Fund Fiscal Impacts**

The summary of the projected recurring general fund revenues and costs, as presented in Table A-2, shows that the revenue/cost ratios range from 1.73 for the Low Alternative to 2.02 for the Mixed Alternative. The major driving force in the differences between the revenue/cost ratios is the relationship between number of housing units and retail square footage assumed in each alternative. As the assumed supportable retail square footage increases, net revenues tend to increase, and conversely, as the number of housing units increase, net costs tend to increase.

Therefore, the Mixed Alternative is projected to have the highest revenue/cost ratio because it has the most retail square feet - 3,769,000 - in relation to the number of housing units - 14,507 - or 260 retail square feet per housing unit. This compares to the Low alternative which has 1,954,000 retail square feet and 11,018 housing units, or 177 retail square feet per housing unit. The High alternative with a ratio of 1.94 is roughly in the middle with the retail square feet at 4,062,000 and the number of units at 18,975, or 214 retail square feet per housing unit.

The projected revenues range from \$8.16 million in the Low alternative to \$15.16 million in the High alternative. The corresponding projected costs range from \$4.70 million to \$8.13 million. The net projected surpluses range from \$3.45 million under the Low alternative to \$7.03 under the High alternative.

In terms of the distribution and importance of various revenue sources, sales tax and property tax are the two most important. Sales tax represents about 45 to 52 percent of the total general fund revenues. Property tax revenues represent about 26 to 28 percent of the total. The next most significant revenue source is the Motor Vehicle License Fees

**TABLE A-1**  
**CITY OF YUCAIPA GENERAL PLAN PROGRAM**  
**ENHANCED LAND USE ALTERNATIVES**

Land Use Category	Low Alternative	Mixed Alternative	High Alternative
<b>Residential Product - Units</b>			
Single Family Attached	3,044	3,945	4,850
7,200 sq. ft. lots	2,910	3,180	5,433
10,000 sq. ft. lots	1,464	2,600	3,086
20,000 sq. ft. lots	2,043	1,870	4,193
1.0 acre lots	1,001	2,412	891
2.5 acre lots	228	246	221
5.0 acre lots	185	120	267
10.0 acre lots	103	134	34
20.0 acre lots	40	0	0
Total Dwelling Units	11,018	14,507	18,975
<b>Non-Residential Development - Acres</b>			
Neighborhood Retail	36.3	168.4	196.2
General Commercial	74.7	65.9	65.3
Service/Freeway Retail	24.0	53.4	53.4
Office	90.4	307.2	334.4
Business Park/Light Industrial	116.5	166.9	193.1
Total Acres	341.9	761.8	842.4
<b>Non-Residential Development - Square Feet</b>			
Neighborhood Retail	395,000	1,834,000	2,136,000
General Commercial	1,140,000	1,005,000	996,000
Service/Freeway Retail	419,000	930,000	930,000
Subtotal - Retail	1,954,000	3,769,000	4,062,000
Office	1,378,000	4,684,000	5,098,000
Business Park/Light Industrial	2,029,000	2,908,000	3,364,000
Total Square Feet	5,361,000	11,361,000	12,524,000

*Source: Stanley R. Hoffman Associates, Inc.  
J.L. Webb Planning, Inc.*

**TABLE A-2**  
**CITY OF YUCAIPA GENERAL PLAN**  
**SUMMARY OF PROJECTED RECURRING REVENUES AND COSTS AT BUILD OUT**  
**Enhanced Retail Alternative**  
**(In 1991 Dollars)**

	Low Alternative	Mixed Alternative	High Alternative
<b><u>Recurring Revenues</u></b>			
Property Tax	\$2,297,108	\$3,509,404	\$4,091,045
Sales Tax	3,647,956	6,718,695	7,206,044
Franchise Fees	297,541	391,762	512,420
Property Transfer Tax	124,781	190,634	222,230
Fines and Penalties	26,815	35,306	46,180
Motor Vehicle License Fees	1,144,715	1,507,205	1,971,408
Cigarette Tax	29,997	39,495	51,659
Other Revenues	25,149	33,112	43,310
Recreation Fees	226,640	298,409	390,316
Interest	<u>335,508</u>	<u>545,861</u>	<u>623,535</u>
<i>Total Revenues</i>	\$8,156,209	\$13,269,883	\$15,158,147
<b><u>Recurring Costs</u></b>			
Community Development	\$105,853	\$173,967	\$213,168
Police Protection	952,998	1,646,576	1,938,649
Park Maintenance	972,675	1,280,685	1,675,122
Engineering	64,463	84,876	111,017
Street Maintenance (Non-Gas Tax)	850,099	1,049,688	1,299,697
Facility Maintenance	194,480	194,480	194,480
Recreation	423,158	557,157	728,755
General Government	914,103	1,264,672	1,579,117
Contingency	<u>223,891</u>	<u>312,605</u>	<u>387,000</u>
<i>Total Costs</i>	\$4,701,719	\$6,564,707	\$8,127,005
Net Surplus/ (Deficit)	\$3,454,490	\$6,705,177	\$7,031,141
Recurring Revenue/Cost Ratio	1.73	2.02	1.87

*Source: Stanley R. Hoffman Associates, Inc.*



which represents about 11 to 14 percent of total revenues. These three revenue sources constitute about 87 to 89 percent of the total projected general fund revenues.

Eighty percent of the recurring costs are represented by four cost categories: police protection, park maintenance, non-gas tax supported street maintenance, and general government. Police protection is generally the largest cost component, representing 24 to 25 percent of the costs for the High and Mixed alternatives, while representing 20 percent in the Low alternative. Park maintenance is next representing 20 to 21 percent of the costs in all three alternatives. In the Low alternative, the police costs are slightly lower than the park costs due to the relatively lower assumed office development along the I-10 freeway. Larger office development along the freeway is estimated to require additional police service.

General government costs represent about 19 percent of the total in all three alternatives, while street maintenance that is assumed to be non-gas tax supported represents about 16 to 18 percent of the total. The non-gas tax general fund costs represents the projected maintenance requirements above projected gas tax revenues if current road maintenance service standards are continued.

**A.3 Road Fund Fiscal Impacts**

The fiscal impact on the Road Fund is presented in Table A-3 and projects the revenues based upon State gas taxes, section 2105, 2106, and 2107, as well as the Measure I, 1/2 cent sales tax revenues. Also shown are the estimated road and traffic signal maintenance costs.

The projected revenues range from \$852.2 thousand for the Low alternative to \$1.47 million for the High Alternative. The recurring costs range from \$1.70 million for the Low alternative to \$2.77 million for the High alternative. Based on the City’s current road and signal maintenance service standards, this results in a projected Road Fund deficit for all three alternatives, ranging from \$850.1 thousand for the Low alternative to \$1.30 million for the High alternative.

The Road Fund analysis results in revenue/cost ratios ranging from 0.50 to 0.53, which means that under current service standards, the excess costs would need to be covered from other sources, such as the General Fund. These projected deficits are currently shown in the General Fund, as Street Maintenance (Non-Gas Tax). The General Fund is projected to have sufficient revenues to cover these Road Fund deficits under all three scenarios, based on the proposed land uses.

**TABLE A-3**  
**CITY OF YUCAIPA GENERAL PLAN**  
**SUMMARY OF ROAD FUND REVENUES AND COSTS**  
**Enhanced Retail Alternatives**  
(In 1991 Dollars)

	Low Alternative	Mixed Alternative	High Alternative
<u>Recurring Revenues</u>			
Measure I 1/2 Cent Sales Tax	\$248,266	\$326,882	\$427,559
State Gas Tax 2107	258,455	340,298	445,106
State Gas Tax 2106	120,895	159,178	208,203
State Gas Tax 2105	<u>224,614</u>	<u>295,741</u>	<u>386,826</u>
Total Revenues	\$852,229	\$1,122,099	\$1,467,694
<u>Recurring Costs</u>			
Public Works - Road Maintenance	\$1,567,328	\$2,036,788	\$2,632,390
Public Works - Traffic Signals	<u>135,000</u>	<u>135,000</u>	<u>135,000</u>
Total Costs	\$1,702,328	\$2,171,788	\$2,767,390
Net Surplus/ (Deficit)	(\$850,099)	(\$1,049,688)	(\$1,299,697)
Recurring Revenue/Cost Ratio	0.50	0.52	0.53

*Source: Stanley R. Hoffman Associates, Inc.*

**APPENDIX B**  
**CITY OF YUCAIPA GENERAL PLAN PROGRAM**  
**LIST OF PERSONS AND AGENCIES CONTACTED**

Captain Monte Lindquist	Riverside County Sheriff's Department
Chief Ray Snodgrass	California Department of Forestry
Chief Ray Reegis	Riverside County Fire Department
John McMains	City of Yucaipa, Planning Department
Leslie Keen Stratton	City of Yucaipa, Former City Manager
Mikki Meith	City of Yucaipa, Interim City Manager
John Tooker	City of Yucaipa, City Manager
Greg Franklin	City of Yucaipa, Chief Accountant
Larry Webb	J.L.Webb Planning, Inc.
Vic Cooper	The Marketing Department









## Appendix B

### Level of Service (LOS) Descriptions

LOS		Nominal Range of ICU*
A	Low volumes; high speeds; speed not restricted by other vehicles; all signal cycles clear with no vehicles; all signal cycles clear with no vehicles waiting through more than one signal cycle	0.00 - 0.60
B	Operating speeds beginning to be affected by other traffic; between 1 and 10% of the signal cycles have one or more vehicles which wait through more than one signal cycle during peak traffic periods	0.61 - 0.70
C	Operating speeds and maneuverability closely controlled by other traffic; between 11 and 30% of the signal cycles have one or more vehicles which wait through more than one signal cycle during peak traffic periods; recommended ideal design standard	0.71 - 0.80
D	Tolerable operating speeds; 31 to 70% of the signal cycles; have one or more vehicles which wait through more than one signal cycle during peak traffic periods; often used as design standard in urban areas	0.81 - 0.90
E	Capacity; the maximum traffic volumes an intersection can accommodate; restricted speeds; 71 to 100% of the signal cycles have one or more vehicles which wait through more than one signal cycle during peak traffic periods	0.91 - 1.00
F	Long queues of traffic; unstable flow; stoppages of long duration; traffic volume and traffic speed can drop to zero; traffic volume will be less than the volume which occurs at LOS E	Not Meaningful

\*ICU (Intersection Capacity Utilization) at various Levels of Service versus Level of Service E for urban arterial streets





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